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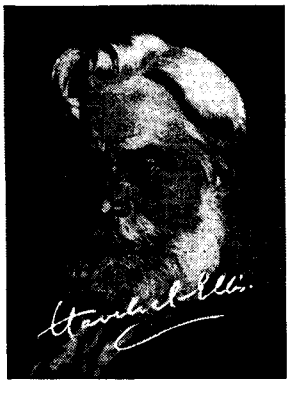

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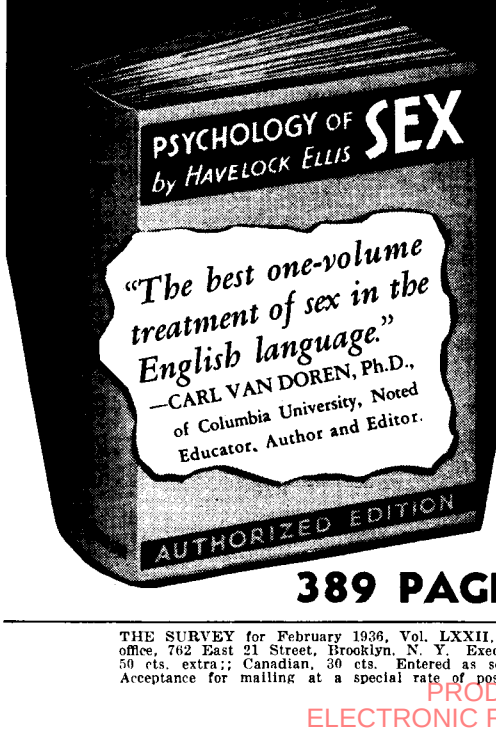
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THE SURVEY

VOL. LXXII NO. 2 MONTHLY FEBRUARY 1936

CONTENTS

FRONTISPIECE 34

SOCIAL SECURITY—1936 MODEL ..... *I. M. Rubinow* 35

FAREWELL TO FERA ..... *Frank C. Bancroft* 37

SOCIAL MANAGEMENT OF HOUSING
Beatrice Greenfield Rosahn 38

"LEST WE FORGET" ..... *Helen R. Y. Reid* 40

RELIEF PRIMER ..... *Ken Campbell* 41

FRAMEWORK FOR SOCIAL PLANNING. *Eduard C. Lindeman* 42

STORM OVER MINNEAPOLIS 44

THE COMMON WELFARE 46

THE SOCIAL FRONT 48

The Insecure • Security • Local Action • Transients • Housing • Among the States • Campus Issues • Youth • Consumers • Labor • Healthy Counties • Hospitals • Dollars and Doctors • Professional • People and Things •

BOOK REVIEWS 59

READERS WRITE 63

SURVEY ASSOCIATES, INC.

Publication Office, 762 East 21 Street, Brooklyn, N. Y.

Editorial Office, 112 East 19 Street, New York
To which all communications should be sent

THE SURVEY—Monthly—$3.00 a Year
SURVEY GRAPHIC—Monthly—$3.00 a Year

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SO THEY SAY

Birth control is something like compound interest in reverse.—*Cardinal Hayes, New York.*

A government can be no better than the public opinion that sustains it.—*President Roosevelt in Jackson Day speech.*

A civilization where unemployment is inevitable will never be stable.—*Mary K. Simkhovitch, Greenwich House, New York.*

There is one axiom in history—the reactionaries always lose and when they lose, they lose for keeps.—*Kyle S. Crichton in Life.*

The church is spending too much effort reaching the nice little boys instead of the hell-raisers.—*The Rev. Samuel Walter, White Plains, N. Y.*

Prejudice, jabbed under the skin as with a needle at an early age, makes never-ending difficulties in our civilization.—*"Uncle Dudley" in Boston Globe.*

To tell you the truth 99 percent of all our citizens have not the slightest idea of what is going on in the world.—*Hendrik Willem Van Loon in Today.*

There is little use in a man being able to earn his living if he is not a man at all, but only a trained animal.—*Nicholas Murray Butler, president, Columbia University.*

Finding jobs for the youth of the world is going to be more than an aftermath of crisis; it is developing into a chronic social problem.—*Albin Johnson, Geneva, in The Rotarian.*

We can successfully defend democracy in only one way—by making it work.—*Freda Kirchwey, New York, in The Journal of the Association of American University Women.*

Just try to teach a university faculty any new tricks if you wish to test the strength of academic inertia, of tradition, habit and convenience.—*President Arthur G. Crane, University of Wyoming.*

If we cannot plan, social science is but a dilletante exercise; if we will not plan, social misery is the inevitable accompaniment of social change.—*James H. S. Bossard, University of Pennsylvania, in Social Forces.*

If you like the Supreme Court decisions, they are made by nine men of ripe experience and mature, deliberative, unprejudiced judgment; if you don't they are made by nine old men.—*F.P.A. in New York Herald-Tribune.*

The health of the people of the United States has steadily improved throughout the past five years of economic confusion, in spite of the fears and forebodings of sociologists.—*Haven Emerson, M.D., New York, in radio address.*

Well administered relief is in a large proportion of cases far less demoralizing than the shadow boxing with jobs that characterizes all large scale indiscriminate programs of work relief.—*Wayne McMillen, University of Chicago, in Polity.*

What is startling in the world today is . . . that large groups of civilized men in almost all countries have come to believe that arbitrariness, rather than law, is right, is noble, is the means by which they must achieve their destiny.—*Walter Lippmann.*

In the vast majority of cases he [the radical] has been the man who has had faith in people as over against the cynical, mechanistic theories of life and of human nature. He has stood not only for the rights of human beings, but for faith in human capacity and worth.—*John Lovejoy Elliott, New York, in The Standard.*

The blind are the fortunate members of the community [a coal-mining county]. The law in Pennsylvania grants $30 a month to a blind person whether he is needy or not, so long as his income is under $1200 a year. The feeling is that the loss of eyesight is a small price to pay for such security.—*Field worker's report to American Public Welfare Association.*

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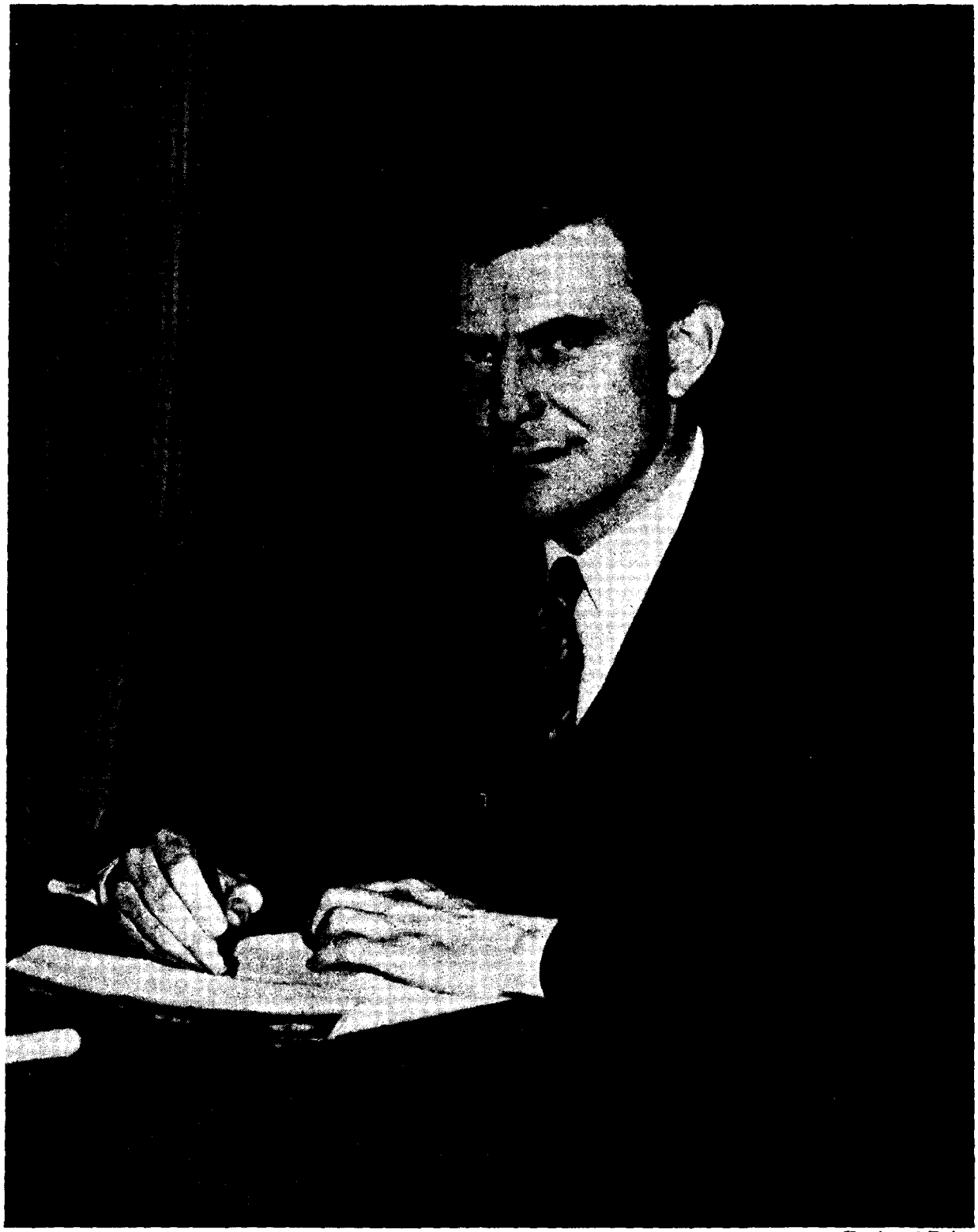

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FEBRUARY 1936

VOL. LXXII NO. 2

Social Security—1936 Model

By I. M. RUBINOW

OFFICIAL publicity has held up the Social Security Act of 1935 as the most important achievement of the last session of Congress. On the one hand, that type of American thinking which, curiously enough, adopted the label of Liberty for its league, has identified the measure with Fascism, Nazism and Communism. On the other hand, there are those who are not satisfied with projecting anything less than a perfect Utopian scheme by inducting in themselves a degree of self-hypnosis which blinds them to practical realities. The Townsendites have done this with respect to the one problem of old age; the Lundeenites, more thoroughly now, with respect to almost all the causes of economic insecurity. And among the many old warriors for security, led by my good friend Abraham Epstein, there is a tendency to don sack-cloth and ashes, weep on the banks of Babylon, and on this count and that demand repudiation of the Act of 1935.

With all this lack of consensus, may we explore a possible, if limited and moderate, program for immediate action which might appeal to active forces for progress?

The Act is long, verbose, obscure, embraces a lot of things. While all of them could properly be described as measures of public welfare, many of them fall somewhat outside the domain of the Act's title. Primarily it concerns several specific hazards or causes of insecurity: old age, unemployment, dependent orphanage (more accurately, child dependency). What is our ideal? As extensive and all inclusive a system as we can devise and implement. It certainly should be part of our planning that the provision against these hazards should be "adequate," within the frame of reference of our present economic and social structure. It cannot be a part of a sane Utopia that a security program should establish a standard for the unemployed and unemployable superior to that prevailing for the working millions. Moreover neither Utopian faith nor practical statesmanship requires us to try to get, this year, everything we have tried to get and failed to get for decades. The British unemployment insurance system since its establishment in 1911 has been amended on an average more than once a year. In our own experience, most of our active state legislatures have revised our workmen's compensation laws at every session. What is important is that we forcefully resist any effort to retrace such real steps as have been taken or abandon positions already won. And in facing ahead, it is not so much the speed as the direction of the movement that is of basic importance.

First then, what are the sins of omission in the legislation of 1935, where action, wrongly delayed, must now be pressed? The most serious omission was that of health insurance; its obvious cause, a yielding to the relatively small but influential pressure group of the organized medical profession. Feeble concessions to medical research and the subvention of state public health services only thinly disguise this retreat before a special interest.

THE section on old age assistance seems to have met with more public approval than any of the others. Obviously, what are popularly known as old age pensions were not omitted from the Act. But let us see. The care of the indigent aged has been one of the oldest charges on local poor relief. Vast numbers of them have been among the unemployables on federal relief during the depression. More than thirty-five states had some sort of legislation on the subject before the federal Social Security Act was passed. The American Association for Old Age Security (now the American Association for Social Security) has for years been campaigning not only for state laws but for a federal subsidy. While in many parts of the country the fight over old age pensions was bitter at the time the states legislated, the kind of federal subsidy in the Security Act meets with favor. Indeed why not? A contribution from the U. S. Treasury is always welcome—if it relieves local taxpayers.

Now, in the Congressional discussions much time was given to expressions of sympathy for the needy aged. The amount finally decided upon, a federal dollar for each state

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dollar up to a maximum of $15 a month from either or a total of $30 a month, was often referred to as a meager allowance. Yet when Congress votes the necessary appropriation this year—delayed last year by Huey Long's filibuster—the old folks ought to be happy. For many, the pensions might double.

Will they? On repeated occasions during the last six months it has been the writer's unpleasant duty to point out that when the "standards" were almost eliminated from this section of the Act, its purpose was all but nullified. True, the Act provides that in a few years the minimum age shall be reduced from seventy to sixty-five. That is a step forward (though in a number of states it already stands at sixty-five.) Residence qualifications have also been reduced. But an original requirement was that in order to qualify for federal subsidy, any state's pensions must be sufficient for an acceptable standard of health and decency. That requirement might have resulted, if carefully applied by the federal administration, at least in an increase in the amount of pension by the amount of federal subsidy. That essential requirement was lost in the legislative shuffle, in a struggle between the Senate and the House, between the North and the South. Had it been retained, the federal subsidy would have been clearly for the benefit of the aged. With this federal minimum standard eliminated, present pension levels will remain undisturbed in most states. The subsidy will be given not to the aged—they will continue receiving an average of $15 or so—but in the last analysis, to the very articulate local taxpayers. The Social Security Board should lose no time in recommending the reestablishment of decent federal standards.

Old age pensions are a stop gap provision, leading on to the federal system of contributory old age or annuity insurance set up by the Act. As the first application of the principle of compulsory social insurance, with contributions from industry and on national lines, this represents the outstanding achievement of the whole program. Its offer of annuities fluctuating from $15 to $85 in the future—*and without any means test*—breaks ground for a real security program. Is there anything the matter with it?

NO doubt Townsend and Lundeen followers will say that the amounts set are inadequate; Chambers of Commerce and their learned attorneys already clamor that the payroll tax is a heavy and confiscatory burden upon industry. But apart from these extremes, and from another direction, comes an equally sharp criticism: that the old age insurance plan betrays true social insurance principles by failing to provide for contributions from the public treasury. Such governmental participation enters into most of the contributory old age insurance systems set up in other countries. Only thus can income taxation of the fortunate be drawn on to give protection to incomeless age. The American Association for Social Security takes the line that all social security acts must be resisted which fail to provide that the public treasury shall participate in the cost.

Let me say that in my writings on the subject for over thirty years I have always advocated tri-party participation in the cost of social insurance—that is, contributions by employers, by employes and by the state. On the other hand, I cannot accept the point of view that public contribution to the cost is the very essence of the social insurance system. Nor can I for a moment accept the curious economic theory which has been advanced that the employer's contribution, based on payroll, is almost entirely shifted upon the consumer—who is the worker—and is thus all but equivalent to a sales tax. The pragmatic considerations at this moment are that the old age insurance system provided for in the Act is for the future; that it will not begin to pay benefits until after five years, and that the parlous state of federal and state finances makes a substantial public contribution at this time more than uncertain. There is thus an ample interval for reconsideration of the plan.

SIMILAR considerations apply to the actuarial structure. Upon advice of the Secretary of the Treasury, the rates were raised in order "to make the system actuarially sound," creating the fantastic problem of the ultimate accumulation of a $40 to $50 billion reserve. Such a reserve is altogether unnecessary. Even the high responsibilities of a secretary of a treasury do not extend over half a century after his official demise. They do not qualify him to pass judgment on actuarial problems. Mr. Morgenthau, in advising the President, was wrong. Whoever advised Mr. Morgenthau was wrong, or at least very obviously failed to realize the difference between a private insurance company and a national social insurance institution. However the mistake is not irreparable. Given a few years for investigation and education, the necessary changes can and should be made in due time. It is not a pressing problem for 1936.

In contrast, most of the problems of unemployment insurance are pressing ones. When the bill was being framed, there were four possible courses open to overcome the threat of interstate competition that had been employed hitherto to stall state enactments. One of these courses, insurance through code authorities, has disappeared automatically with the adverse NRA decision by the Supreme Court. The administration threw its weight against a second course—a direct national scheme for unemployment insurance, such as was adopted with respect to old age. As an alternative, the technical staff and a majority of the advisory council favored a national-state system of unemployment compensation, combining a federal tax with a federal subsidy to the states. The Cabinet committee and the administration leaders in Congress held to the more decentralized formula of the original Wagner-Lewis bill—a combination of federal tax with offset credit to states which set up systems of their own. This plan, which was adopted, was regarded by experts as the least desirable, both for constitutional and for administrative reasons. Enthusiasm for it is evaporating. Its effectiveness in inducing state action was apparently exaggerated. Through 1935, eleven state acts had passed; 1936 is an off year for legislative sessions. In the meantime a strong resistance has developed, the National Manufacturers Association taking the lead, in the hope that the Social Security Act will go the way of the NRA and the AAA when it comes to the Supreme Court. Constitutional or unconstitutional, the entire administrative basis of the unemployment compensation provisions of the Act should, as I see it, be reconstructed.

To date also, the scheme of individual plant reserves in the Wisconsin act of 1932, has been followed in only two other state enactments. To my mind this alternative should be eliminated. With proper provision for rate classification and merit rating, a state pool as recommended by the Ohio

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Commission and as adopted by New York, would accomplish everything that is claimed for the plant reserve plan without sacrificing the assurance of benefits.

These changes should be made before other states have acted and the problems of reorganization have become more difficult. At the same time it might be just as well to wipe out the bizarre system which would concentrate all state unemployment funds in federal hands and dole it back to the states. The cry has been raised of possible danger if forty-eight reserve funds should at the same time unload their securities upon a depressed bond market. That danger could be met by merely transferring certain surpluses to Washington in a reinsurance fund. Back and forth migration of daily receipts and disbursements is so unnecessary as to be silly.

In any reconstruction of the unemployment compensation system, questions of minimum national standards and of contributions from the federal treasury will arise, as in old age insurance and with the same arguments on both sides. The case for minimum and more adequate standards and for government participation in the cost of unemployment compensation is incontrovertible. But considering the very limited extent of that compensation at the start, its lack of provision for prolonged depressional unemployment, and the heavy load upon the public treasury for taking care of the residuum of this last depression, a substantial public contribution can be much more forcefully pressed if and when, with recovery accomplished, the necessity for large federal relief appropriations has passed.

One thing that can and should be added now to the existing federal Act and as a condition of state acts, is some residual liability of the state in case the present actuarial computations prove inaccurate. The penalty for such inaccuracy should certainly fall not upon the unemployed, nor the employer, but upon state and federal treasuries.

These are a few of the minimum requirements for immediate amendment of the federal Social Security Act. Can they be carried through? They could, and should; but will they? The outlook is discouraging. This is an election year—the year of a breathing spell when capital is being reassured. To initiate a movement for serious amendments would be an admission that the work of '34-'35 was not perfect; would give aid and comfort at once to the Liberty League, the National Manufacturers Association and the followers of Townsend and Lundeen. Yet the necessity on the part of the administration to counteract pressure from the latter groups, if the majority machine in Congress should get out of hand, might open the way for change.

Perhaps all that may be expected this year is an educational campaign among those upon whose work state legislation and later state administration will depend. Something will have been accomplished if it comes to be generally understood that the federal government is not the sole custodian of progressive leadership; that uniformity is not even a mixed blessing unless it be upward rather than downward; that our tasks in Albany, Boston, Columbus, Madison and the rest are more urgent than ever.

Farewell to FERA

By FRANK C. BANCROFT

BEFORE the FERA quite finally lapses into limbo, some of us, who came in from the outside, find ourselves wanting to catch, with a fast action shutter and a reflex release, our impressions of social work, with which it brought us into contact.

It happens that I worked during the past year in an agency which extends care—that is, gives relief—to unattached individuals. Children and domestic entanglements being for the most part eliminated, this is presumably a simple form of social work. Nevertheless, we have lived in an indescribable and unabated chaos. Policies have changed faster than clientele, faster even than personnel; department has contradicted department; supervisor, supervisor; memo, memo. By the clock, we have spent just 30 percent of every working day trying to track down policies definitely enough to make work possible. From the angle of the ingenuous participant, this would indicate that we do not know what we are doing. The fact is, we don't—and how our clients know it!

Two stock explanations are offered as to why we have thus found social work a confused realm of activity. First (last and always, really) we are working in an emergency mechanism in which fluctuations in the center preclude all peripheral stability. Insofar as this is true, one wonders whether we might not have adjusted ourselves to the fact with a little more of that situation-manipulating ingenuity which we recommend to our clients when we fail to meet their legitimate requests. But no; we accept a perennial emergency, and with that acceptance comes perennial confusion, instability, opportunism.

The second explanation given us is that the art of helping people out of trouble is still in its infancy and that experimentation is the legitimate keynote. Somehow the untrained initiate is left feeling that social work is young, not as a precocious child, but as a psychotic later adolescent who has been unwilling to face the facts of his world. Public education, public care of the sick, organized labor, insurance, automotive transportation, inoculation, and numerous other distinctly unmediaeval social mechanisms have, during the same era, found it possible to work out a fair share of cohesive, orderly development. But social work gropes, unoriented. It would almost seem that to be a social worker is to be confused, unadjusted—like the client we write about oftener than we meet.

Closely related to this fact, our experience seems to indicate that social work is an ineffectual realm of activity. However sincerely interested we may be in the idea of helping people out of trouble, the fact is that in the large we can't do it. We can help a few a little, make an adjustment here, pump a few drops into an empty and leaky budget-reservoir there, but the big, arterial fact of class poverty through class exploitation has been outside our

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field. We haven't even approached meeting the needs of 95 percent of our people. During the past year in our community, we have seen three major budget cuts. Not one word of organized protest came from social workers. Was that not ineffectual rather than—as some would have us believe—loyal? Certainly it did not follow the line of outstanding pioneers in the field who have been loyal to their jobs by attacking the forces and tendencies which invalidate them.

There are a surprising number of people who assert that it is the function of social work to render occasional expert service to unusual people in special situations. This, from our unprofessional angle, is not social work in that the focus is distinctly off the broad lines of society. There are also those who resort to the simple, psychopathic device of recasting the outside world, by fiat, into the kind with which they can deal. Clients do not deserve what they need; or their real need is not what they think it is; or what we give them is actually what they do not need! But most seem honest enough to admit the facts and relax into plain impotence. Only a few continue to nurture in their bosoms that little Pollyanna who chirps periodically that progress is sure to mend matters. They constitute the ideological relic of what was once a religious profession.

And social work is a defensive, a timorous realm of activity. Despite the setting up of publicity bureaus for the issuance of carefully prepared releases, one would have to travel far to find a group of persons as morbidly afraid of publicity as social workers. There are, of course, exceptions. Some social workers have fought for public relief, for cash relief, for federal relief, for unemployment insurance. But, as a general thing, the mention of publicity seems to strike a hyperaesthetic spot. Why is this? Publicity, after all, is the best means yet devised for coming into contact with the public. Social work, truly social, would welcome publicity. But social work seems to us unsocial—in the same sense as the peculiar client who keeps the blinds down. The reason, we are told, is fear of adverse, of incorrect, of malevolent publicity. This is exactly what the perverse client says. She cannot afford to be seen, for she knows she is persecuted. Naturally she never succeeds in interpreting herself to the community because she does not belong to the community.

We are told the press is bad, commercial, political. Social workers should avoid politics! Yet, when social workers in our own community wanted to protest political manipulation of relief a prominent local executive informed them that the leaders of the profession had a long time political plan which would only be disturbed by protest of immediate abuses. We wonder just how we are to make ourselves felt in the community? By turning board meetings into Eleusinian mysteries? By going to all lengths to prevent our employers, the public, from knowing what we contemplate? In the social work we have known, candor seems to defer to fear—fear not so much of the public as of the interests which have ursurped the prerogatives of the public.

A part of the picture we have seen is the rank and file movement in social work. Finding no share in the recognized channels of organized social work activity, many of us have naturally gravitated to it. We believe we have found in it powerful correctives. Rank and file social workers, when they are organized, do not seem confused, ineffectual, or timorous. What part such organizations will take in the vehicles which, whatever they are, succeed the FERA provides material for interesting surmise.

Social Management of Housing

By BEATRICE GREENFIELD ROSAHN

SINCE mid-December a group of some seventy-five men and women have been in Washington in training for public housing management—in effect a new profession for Americans. There is abundant evidence in the experience of European countries that this is a calling requiring people with particular qualifications of experience and personality and that its special techniques are susceptible to the teaching and training processes.

With this in view, the National Association of Housing Officials in cooperation with the Housing Division of the PWA and other federal housing agencies, has organized a four months' course under the direction of Donald Slesinger of the University of Chicago. [See *The Survey*, October 1935, page 313.] The course, in a manner of speaking a proving ground of methods in selection and training, draws on the experience of managers of existing limited dividend projects and others who have long been concerned with furthering low cost housing in this country, no less than on foreign experience. The course includes lectures and discussions as well as field work in well-managed private housing enterprises.

When public housing first loomed on the American horizon it seemed to many people that its management would open a new and unexplored field for social workers; that by virtue of their intimate knowledge of the diverse problems of low income families they were peculiarly qualified for the broad responsibilities of low rental housing management. But it now seems clear that, immediately at least, we shall not have any considerable number of public projects with maximum monthly rentals of between five and six dollars a room—the rate beyond which few of the clients can afford to go. Eventually, when rentals at this level are more generally attained, social workers would seem to have an essential contribution to make to housing management, with their services fairly indispensable to the proper execution of community responsibility. This is not to say that managers of large-scale housing enterprises, where rentals are higher than $5 or $6 but still moderately low, are not faced with a variety of social problems which call for the skills of a social worker. It only means that as our program stands now, social work skills alone are not the paramount requirement.

What, one may logically ask, are the qualifications for managers of public housing projects such as are develop-

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ing over the country? It is generally conceded that they must possess two major attributes—business ability and social outlook—a combination rarely found in a single individual. Some management experts hold that business ability is the sine qua non, and others, social outlook; but they agree that the complementary quality can be acquired. Personally I find myself in agreement with Abraham Goldfeld, manager of the Lavanburg Homes on the lower east side of New York, himself a trained social worker, when he says:

It would be a shorter and easier process to instill business sense into someone who by habit places human values above property values than to create social vision in one whose whole life has been devoted to securing cash profits.

On the business side of the management of public housing there are certain fundamentals with which every person engaging in the work must be familiar. Some of them are technical, some impinge on social attitudes. Among them are:

The technique of selecting and placing tenants by standards based on the rental level of the development and the income of the applicant as well as such factors as family health and capacity to adjust to new environments.

The technique of gaining acceptance for rules and regulations, or, in the British phrase, the "conditions of tenancy."

Legal, accounting and statistical methods, including the collection of rents and the handling of complaints.

Building maintenance and services.

Methods of dealing with personnel problems in relation to employes.

Methods of stimulating community activities for adults and children.

The matter of "attitudes" in the management is bound up with the entire philosophy of public housing in its best sense. As I said at the Montreal meeting of the National Conference of Social Work, public housing in my judgment in no sense should be regarded as a philanthropy. It is a belated community responsibility, and everything the tenant receives he is entitled to by right of his citizenship. There must be no atmosphere of paternalism within public housing developments. Children should have play space and recreational facilities because the community owes it to them in terms of a healthful childhood environment.

The importance of social management is recognized in varying degrees by the managers of American "model" developments where the average monthly rentals range from $7 to $15 per room. Here again the degree is determined by the economic status of the tenants. To begin with, however, it is necessary to differentiate between two aspects of social management which have caused considerable confusion. One aspect relates to the development of community and recreational activities; the other to the rehabilitation of families in their new environment, which frequently involves the managers in consultations concerning unemployment, health, delinquency, and so on.

AT several developments in the East and Middle-west, the managers have introduced both aspects of social management. At the Michigan Boulevard Garden Apartments in Chicago, for Negro families, the social features are divided into three broad groups: activities of the social director; recreation program for children; program for adults. The social director investigates all new applicants for apartments and reports her estimate of the family's probable ability to adjust to the new environment. It is her duty, also, to visit the tenants whenever there are instances of maladjustment, overcrowding or repeated complaints. The community facilities include two nursery school units, a large social room, a roof solarium, two children's playgrounds and an interior garden. A widely varied program of children's activities is under the supervision of trained workers. The adult tenants are organized into a number of groups, such as a Sunday afternoon forum, a parents' study group, a handicraft class, and so on. The social room is rented to tenants at a nominal fee for parties and other entertainments.

AT the Lavanburg Homes in New York a close relationship is maintained between management and tenants. The manager is frequently called upon to refer families in need of medical or psychological attention to the proper agencies and necessary financial assistance is often rendered by means of odd jobs around the premises. The numerous recreational activities for young people are open to a limited number of children in the neighborhood as well as to resident children. The basement or the roof, according to the season, is used for recreational purposes. The adults have mothers' and fathers' clubs, a class in English for foreigners, and various other organized activities. Lectures, debates, parties and bazaars are frequent during the winter. A paid social director schedules the meetings, and keeps the recreational program functioning smoothly. The manager encourages but does not himself sponsor the activities.

The Amalgamated Houses, located in the upper part of New York City, are of unusual interest because they are owned and managed by the tenants. As stockholders, the tenants elect the manager as well as the board of directors and help decide all major policies. Tolerance is the keynote of the management policy. Political organizations, therefore, are permitted to hold their meetings in the community rooms, on payment of a nominal fee.

Early in the history of this project, the tenants felt the need for a club-room, a library and other facilities and undertook to obtain them through their own efforts. At present the adults conduct through special committees a variety of lectures, forums, parties and other forms of entertainment. Occasionally the women sponsor a bazaar or similar money-raising function, to finance some needed children's activity, such as a summer camp. In all these matters the management takes the position that: "In a cooperative housing venture, the tenants themselves, given the opportunity and facilities, will organize and develop their own community activities."

The general interest in public housing management as a new profession was indicated by the number of applications —upwards of five hundred—received for the training course now under way in Washington. Another evidence of interest is the recently formed American Society of Women Housing Managers. This society has as its motivating idea the principle of slum prevention as developed by Octavia Hill in England during the latter part of the last century. No large scale effort has ever been made in this country, as has been made in England, to enlist the cooperation of private landlords of adequate low rental dwellings on the fringe of slum areas in adopting a system of enlightened management. The new society proposes to promote this idea and in addition to further the interests of women wishing to enter the field of housing manage-

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ment, to advise them in regard to available training, to issue a periodic news letter on management matters and to serve as a clearing house of information for housing managers, men as well as women. Any women interested are invited to communicate with the writer.

At the various housing conferences that have taken place within the past two or three years speaker after speaker has suggested that public housing in this country will to a large extent rise or fall by virtue of good or bad management. With the possibility that the Congress soon will appropriate large sums for low rent housing—in its truest sense—the social worker may expect to enter the picture increasingly. It is therefore none too soon for her —or him—to get ready to qualify for this new profession.

"Lest We Forget"

The Canadian Patriotic Fund, which set the type for war drives and the home service of the American Red Cross, closes its work

By HELEN R. Y. REID, C.B.E.

AFTER more than twenty-one years of service, the Canadian Patriotic Fund has closed its books and ended its great healing work of caring for dependents, in Canada and Newfoundland, of the men who sailed away, in 1914 and after, to fight in the "brief" war that was to end all wars! Though not incorporated until August 28, 1914, the Fund actually went into action in many places within two or three days after the declaration of hostilities. Reservists, British, French and Belgian, called to their colors, got away by the first boats, leaving their families without any provision for the immediate future. Canada responded to their need with the same record for promptness that she later established for the dispatch of her own sons and daughters for service overseas.

In all, four great national campaigns brought contributions to the Fund to the amount of $48,101,265. This sum, augmented by bank interest and good investments, reached a final total of $51,584,824. Meanwhile, during the twenty-one years of operation, the total cost of campaigns, administration and service, in all branches as well as at the central office of the Fund in Ottawa, came to $459,789. The net result is that the relief actually distributed was considerably in excess of the money subscribed.

Careful investigation of claims and a stainless record for financial probity safeguarded the generous outpouring of heart and wealth on the part of the people of Canada. Fund disbursements rose as early as October 1916 to approximately $900,000 a month, and before the end of the war to one million dollars. From 54,000 to 70,000 families were cared for during the heaviest service. A vast amount of work, administrative and routine, was done by volunteers. In Montreal alone some 1800 French and English women worked in one or other of the office departments, on the district, or in the Fund clinics established for soldiers' children. Many of these Fund workers bore burdens of loss of their own men and themselves suffered grievous sorrows like those of the families they served. They were haunted in addition by the fear that the Fund would give out and that families already desolate would be left stranded without sufficient financial help. Government assurance that deficits would be met heartened their efforts as month after month and year after year the massacre of the youth of the world went on. The government's confidence in the administration of the Fund was such that $5 million was later committed to its care for unemployed soldiers during 1919-20.

The Fund's Post-Discharge Relief lasted until 1922, when all emergency grants were discontinued in order that more adequate provision might be made for its continuous cases. In that year a committee of management was appointed to carry on and make such changes in organization as were deemed necessary. In 1924 this committee closed all local branches and thereafter the work of the visiting staff was directed from the headquarters at Ottawa. Only 484 families remained on the books of the Fund at the time of its dissolution. It is this committee of management, consisting of T. H. Blair, E. L. Brittain, W. H. Lovering, J. A. McElroy, H. C. Nickle, W. F. Nickle, chairman, and Helen R. Y. Reid that has just completed its service in bringing the work to an end.

From the start the Fund was a flexible, if far-flung, voluntary activity, supplementing the government's own work. During the war years, Canada spent $200 million in soldiers' pay and in separation allowances to their families. Out of a total enlistment of 619,636 men, 346,531 went to France. Of these 59,544 were killed and 172,950 returned home wounded, blind or mentally broken. In an endeavor to reestablish many of these men in civilian life the Canadian government has expended up to date the sum of $238,947,963. The first war pensions were paid in 1916. Today they number 96,645 and pensioners together with their dependents number 262,063. Pensions are costing the people of Canada—a population of little more than ten millions—approximately $43 million a year, total payments to March 1935 being $643,770,876. By 1921 the direct cost of the war to Canada exceeded $2 billion. By March 31, 1935, Canadian obligations in respect to the war totalled annually 14.04 percent of federal expenditure.

In 1914 the Canadian Patriotic Fund Association of the Boer War days handed over its balance of $75,000 to what was then "the new Patriotic Fund." Today very little of the $50 million raised during the World War remains in the bank. Yet with war in Ethiopia and thunder rumbling in the Far East one feels like asking "How soon will a third Patriotic Fund Association have to be established?"

While Fund workers will ever look back with warmth to the long days of fellowship in service for the war-haunted and war-hurt Canadians, no doubt can linger in their minds that violence and the mass murder of innocent men and women, with a Versailles treaty as the culminating injustice, has served only to plunge the world deeper and more hopelessly into social and political anarchy. Experience has taught them, surely and conclusively, that war is no way of settlement for international difficulties.

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Relief Primer

By KEN CAMPBELL

Child: What's that big crowd, Mother? Is there a sale at that store?

Mother: That's not a store, my dear. It's the Relief Headquarters.

C: What's the Relief Headquarters?

M: The place where poor people without work get help.

C: What kind of help, Mother?

M: They used to get food and clothes, and coal in winter.

C: Don't they still get it, Mother?

M: No, dear. Now the relief agency is giving only a little food.

C: How much is a little, Mother?

M: That depends on what state they are living in. Our state is giving seventy-five cents in food for each person.

C: Seventy-five cents every day?

M: Oh, no, darling—every week.

C: Does my food cost more than seventy-five cents a week?

M: Heavens, yes, dear. We spend much more than that on you, much more. You'd be sick if we didn't.

C: Do the poor people get sick, Mother?

M: Perhaps. But if they do, they can go to the City Hospital.

C: Doesn't the City Hospital cost anything, Mother?

M: Certainly, dear, quite a great deal.

C: Do they get more to eat at the City Hospital?

M: Oh yes—they're sick then.

C: Wouldn't it be better if they had more to eat now so they wouldn't get sick?

M: It would seem so. But the agency doesn't have enough money.

C: Why not?

M: The government at Washington has quit sending it. The government has quit the relief business.

C: Why, Mother?

M: The government thinks the state should raise the money to care for the poor.

C: Then why doesn't the state give the poor people enough to buy food?

M: The state says it hasn't enough money.

C: Couldn't it get the money?

M: Perhaps. But the state is waiting for the government at Washington to begin sending money again.

C: It sounds like a game, Mother—the game Daddy and Uncle play. The one where they each wait for the other to make a move.

M: Chess, dear. This game is called politics, but don't ask me to explain it.

C: But can't someone help the poor while the government and the state play the game, Mother?

M: That is too deep a problem for me to try to explain. Besides, the government *has* done something to help. It organized the WPA, which is like a big business. The WPA gives work to the poor so they do not need relief.

C: Then why aren't these people working, instead of waiting for food?

M: The WPA hasn't enough money to put them all to work. Besides, the WPA does not help people who are too old to work well, or who are sick—it calls them unemployables.

C: What will become of the poor people who can't get work or enough to eat?

M: I can't tell you, my dear. But let's not worry. Father has a good position, and will take care of us.

C: I thought God took care of us, Mother.

M: Well, He does—in a way.

C: Then why doesn't He take care of the poor people?

M: I can't answer that, my child.

C: Does God want the poor to stay poor all their lives? Wouldn't He like us to give them some of what we have?

M: Don't ask so many questions, darling. God probably intends them to be poor. The Bible says, "For unto every one that hath shall be given . . . but from him that hath not even that which he hath shall be taken away. . . ."

C: Does that mean that you and father and I will have a new automobile and nice clothes, and that the poor will get hungrier?

M: Something like that. Let's not talk about it any more. Father will be here soon, and we'll go home. Are you warm enough, darling?

C: Oh, yes, Mother! My coat keeps me good and warm. But Mother, won't the poor people get sick from the cold? Look, some of those men haven't overcoats. Why don't they go home and sit by the fire?

M: Some of them have no fires. I told you the relief agency is giving only food. Of course, if they're sick, they get coal. Then, as I said, there is the City Hospital if they get very sick.

C: Wouldn't it cost less to give them coal to keep them from getting sick? Oh, here comes one of them to the car. Let's give him some money. See how ragged his clothes are!

M: No, no, dear. That would pauperize him. (*To the man*) Sorry, we can't help you.

C: (*as the man walks away*) Mother, I'm so worried. What if all the poor people get sick, or starve?

M: They won't, my dear. Don't worry. At least, they won't starve.

C: Why not, Mother?

M: Because the President said, "No one shall starve." Hush, dear, here comes your father. Don't speak of the poor people to him. He thinks they are retarding business recovery. Remember, now, don't say a word!

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Framework for Social Planning

By EDUARD C. LINDEMAN

Professor of Philosophy, New York School of Social Work; Chairman Social Planning Committee, New Jersey State Conference of Social Work

IT seems incredible that only three and four years ago the intellectual atmosphere of the United States rang with such phrases as "economic planning," "social planning," "a planned society," and so on. Was it not three years ago that Walter Lippmann (speaking in California) insisted that the entire meaning of modern history pointed toward a planned society? And is this the same Walter Lippmann who now warns his audience (speaking in New York) of the perils of planning? So quickly do the moods of the public and leaders change. A movement sweeps the country and before there is time to set in motion the machinery of public education necessary for its comprehension it is overtaken by another movement. Insights are forestalled by this rapid succession of panaceas with the result that power and prestige once more drift back to those whose primary aim is to maintain the status quo—which, in turn, means back to the old anarchic order in which activity proceeds without a sense of direction, and in which there can be only one assured culmination; another and a deeper collapse.

Happily, there are a few who have not regarded the notion of a planned society as merely another shibboleth, a passing intellectual fashion. These few—and they are to be found at work in England, Mexico, the United States and elsewhere—have realized that planning calls for the highest possible order of human intelligence, namely that of coordinating our vast accumulations of knowledge and of institutions in such manner as to cause them to function in a unifying direction. They know that intelligence of this sort does not now exist, that it needs to be brought into being, and that it can arise only through persistent and devoted labor.

A simplified form of economic planning can, of course, be applied almost immediately, especially in industrially and agriculturally undeveloped countries; if the aim is merely that of increasing material production, this can be brought about quickly since the necessary scientific and technological knowledge is already available. But, in highly developed countries the major task is not merely concerned with material ends; in these areas of the world the primary goal of planners is to visualize and objectify social values. It is not enough that a few individuals are already aware of such values and are prepared to preach their acceptance to all who have ears to hear; in order to render values practicable they must be discovered and tested by patient study. The best procedure for attaining knowledge of this sort is reached when planning groups work together over prolonged periods of time and within restricted areas.

Social planning—yes; but how, query social workers. What is the framework within which we may proceed to think intelligently and to act effectively? In December 1933 the New Jersey State Conference of Social Work appointed a committee with Eduard C. Lindeman as chairman, to visualize and objectify the values and goals of social planning for the state. At the annual meeting of the Conference last December Mr. Lindeman presented the Social Planning Commission's interim report, which he here summarizes. The setting is New Jersey; the approach and method constitute a working model for social workers anywhere

The New Jersey Social Planning Committee appointed by the New Jersey State Conference of Social Work is such a group. It possesses no official authority and performs no administrative functions. During the first year of its existence its efforts were confined almost entirely to an analysis of the major social researches conducted within the state during the past decade. The aim was to discover what recommendations the various fact-finders had proposed and the extent to which their recommendations have been put into practice. During the second year its reflections have been directed toward a critical review of pending and proposed social measures affecting the welfare of the state, and toward attendant standards, goals, hypotheses, and values. The frame of reference within which the Planning Committee's work has proceeded includes the following principles:

Social planning must be correlated with social research in order to make goals compatible with facts.

Social planning must deal with considerations of centralization of power on the one hand, and with the democratic process on the other.

Social planning must consider the distribution and the locus of responsibilities, as well as goals and values.

Social planning must consider, especially in the United States, the related roles of public and private agencies.

Fact-Finding and Social Planning

WITH these basic principles in mind, the Planning Committee has submitted an interim report calling for thorough-going and critical discussion by all citizens, as well as by social workers.

The Social Planning Committee has discovered that on the whole the social researches conducted within the state during the past decade have been extremely expensive, and that the results, so far as application is concerned, are woefully meager. In one instance, namely with respect to the State Department of Institutions and Agencies, there appears to be a very high correlation between research recommendations and resulting action, but this agency remains the exception. Most of the significant recommendations which have been proposed

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by fact-finders in the fields of education and health have not been put into effect.

As a consequence of its research studies, the Planning Committee therefore begins its interim report with a strong appeal for the establishment of a centralized state bureau of statistics and research designed for the purpose of (a) collecting sociological, economic, educational, and health facts, (b) interpreting these facts to the respective agencies of the state and to the citizens at large, and (c) coordinating all official and non-official research enterprises within the state. This central bureau should cooperate with state, county, and municipal authorities and also with private research agencies and foundations. The bureau should operate under the guidance of a sponsoring commission or board composed of citizens, social scientists, and professional social workers. The skeletal staff of the bureau should be headed by a person trained in modern research methods who has also demonstrated his capacity as an administrator; and the bureau should be empowered to engage other experts in specialized fields of research as occasion arises. It is the conviction of the Social Planning Committee that a permanent research bureau of this sort would greatly increase the effectiveness of state agencies, and also, that the net result would be a vast saving in costs.

Future Administration of Unemployment Relief

THE Social Planning Committee assumes that proposed plans for providing social security, through pensions and otherwise, will not be adequate to meet the needs of New Jersey's unemployed for the immediate future, and that there will exist for some time to come a large body of unemployed adults and youth for whom some sort of provision will need to be planned. It is anticipated that the federal government will continue and expand its program of public works and that these projects will constitute an important factor in reestablishing the balance between labor supply and effective demand arising from private industry. On the other hand, it appears that even large-scale public works enterprises will not be sufficient for this purpose in the near future, if ever. Consequently, the Committee believes that both the federal government and the several states should now plan for a permanent relief organization which may be called upon to function speedily and effectively on behalf of unemployable, and those unemployed who may be suddenly deprived of their income by reason of unforeseen causes.

It is the Committee's conviction that this future, and relatively permanent structure of relief administration should include a relatively small national staff, whose function should be that of determining needs and elevating standards of relief administration. In each of the states the relief organization should become an organic branch of the state welfare division. The actual operation of this system should thereupon become the responsibility of county welfare boards whose members shall be selected from a panel submitted by the State Department of Institutions and Agencies to the county boards of freeholders, none of whom shall be a member. These county welfare boards shall employ trained workers who will, in turn, operate with the advice of local welfare committees. (It will be noted that this plan contemplates the complete abolition of county and township commissioners of the poor.) In addition to the supervisory function ascribed to the federal agency above, it is recommended that the federal government be empowered to make grants in aid to the various states for relief purposes and in such manner as to bring about a just equalization of benefits.

Toward Increased Social Security

SOCIAL workers and their constituencies are implored to place social security upon their coming year's agendas for continuing discussion. Present enactments and pending laws in this sphere constitute the most important step thus far taken by the United States to shift the responsibility for basic security from the individual citizen to the citizenship in general. The net result of these laws will be to mutualize certain hazards of modern life in a technological society in such manner as to allow for more orderly planning of individual and family careers.

The Planning Committee desires to make two types of recommendations, namely, those calling for immediate action, and others which need to be postponed for purposes of further study and analysis. They are:

Category A—For immediate adoption

1. The acceptance, by proper revision of the state old age assistance law, of the terms of Title I of the Social Security Act in order that the state protect its dependent aged more adequately through the use of federal funds provided. The minimum age for eligibility for old age assistance under the revised law should be set immediately at sixty-five.

2. The acceptance, by proper revision of existing state laws or practices, of the terms of Titles IV, V, VI and X of the Social Security Act covering: aid to dependent children; maternal and child health; aid to crippled children; child welfare; public health.

3. The enactment of an approved unemployment compensation law to provide a more certain, effective, and socially beneficial method of affording relief to unemployed workers able and willing to work. While accepting the minimum or definitive standards of the Social Security Act in order to insure tax credits to employers against the federal tax, the legislature should embody in the state law those provisions which insure the relative financial adequacy necessary in a state subject to a high degree of depression unemployment. Among the provisions assuring relative financial adequacy are:

- The establishment of a single pooled reserve
- The collection of contributions from workers at a reasonable ratio to employer contributions
- The requirement of a relatively long waiting period before benefits begin, preferably four weeks
- The payment of a rate of benefit reasonably proportionate to average wages but not more than a conservative absolute maximum
- The use of a conservative ratio of maximum benefits to contributions, preferably one to four
- The setting of a conservative maximum limit to total benefits paid to an individual in any one year —preferably sixteen—with possible exceptions for workers of unusual employment experience
- The elimination from benefits of seasonal workers, except during periods when normally employed
- The postponement of reductions in contribution rates for favorable employment experience until definitive experience develops
- The requirement of a continuing minimum contribution by all eligible employers regardless of favorable employment experience

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Further, in order that the state employment system be administered effectively, it should be provided that:

The system be administered by a highly qualified, nonpartisan board independent of any existing department of government and directly responsible to the governor.

Such salaries be established for both the members of the board and its staff that highly qualified personnel may be secured and retained.

Proper civil service qualifications and status be established for the board and the staff of the board to the fullest extent possible and without veteran preference in appointment.

The existing employment service of the state be transferred to the board and reorganized, improved and extended with the assistance of the federal funds provided under the Social Security Act.

Provision be made for the adequate collection, analysis and dissemination of statistics on employment and unemployment in the state, correlated with similar statistics of other states.

Provision be made for cooperation with other agencies in the state in affording vocational guidance or other aids to satisfactory employment.

4. The establishment, with adequate funds and personnel, of an effective administration and enforcement of the existing minimum wage law of the state, and further, the appointment of an independent, nonpartisan commission for the purpose of recommending from time to time improvements in the law and its administration.

5. The reorganization of the administration of the workmen's compensation law of the state and the appointment of an independent, nonpartisan commission for the investigation of improved methods of providing certain, prompt, and adequate identification of workmen in this state suffering occupational injuries or disease.

6. The adequate enforcement of the existing legislation for the prohibition or regulation of child labor, the control of labor of women, the control of home industries and the insurance of safe and healthful conditions of labor for men, women or children and provision for a complete re-survey of the adequacy of existing legislation.

Category B—For immediate and continuing study

1. A system of sickness and disability insurance.
2. A program for the encouragement of savings bank life insurance similar to that in Massachusetts.
3. A program in cooperation with the federal government for the elimination of city and rural slums, the encouragement of more satisfactory distribution of urban, suburban, and rural population, residential facilities, and sustaining industrial and agricultural enterprises.
4. The extension of the state program for healthful recreational facilities such as forests, parks, camp grounds.

The Planning Committee has not yet conducted a thorough study of the present State Department of Labor and is not, therefore, prepared to offer specific recommendations. Members of the committee are convinced, however, that this department of state government will need to be extended and revamped if it is to function in a coordinating fashion with respect to pending proposals designed to increase social security for workers. A present and paramount need exists for the establishment of an efficient system of employment exchanges, staffed by trained persons employed under civil service regulations, and operating in conjunction with a federal system of employment centers. In order to promote orderly planning for the future there exists also a demand for reliable statistical information concerning so-called unemployable workers, the nature of nonemployability, current fluctuations in employment, and the employment of workers in homes.

The Committee's Continuing Program

ALTHOUGH the Committee operates in a flexible manner and is disposed to give attention to problems which are pressing at the moment, it also aims to give continuing attention to certain long-term situations. Among the areas contemplated for future consideration are:

A long-term state plan for housing, together with a study of ways for implementing the work of the state Housing Authority

A modernized state system of public health including eugenic legislation

The development of a state program for the development of leisure-time activities

Adequate training for social work and public service

A modernized and expanded civil service plan

In closing its interim report the Social Planning Committee desires to reaffirm its faith in the democratic process. Its members do not believe that society can be saved through the instrumentality of experts working upon ignorant masses; on the contrary, its members believe that all social planning which looks toward a more orderly form of social progress must be referred to the people at one stage or another. The Committee also makes claims on behalf of the profession of social work. It insists that social workers are to be not merely the servants of a privileged class, but rather the designers and technicians of a society founded firmly upon justice for all the people.

Storm Over Minneapolis

SINCE early December, Minneapolis has been the scene of political sturm und drang with the relief organization at its center. The circumstances are significant because back of the situation lies a long history of pioneering in social work and a community from which a demand for good administration in public assistance might reasonably be expected.

On December 4 the Minneapolis Board of Public Welfare, an unpaid body appointed by the City Council, ordered the suspension for ninety days, "for disciplinary reasons," of the superintendent of its Department of Public Relief, Melchior U. S. Kjorlaug. Since Mr. Kjorlaug was protected by civil service this was the utmost the Board could do at the moment without preferring charges

Mr. Kjorlaug had become superintendent in 1930 after long experience, with private social agencies and later as city alderman and member of the very board which now sought to dismiss him. Through the five depression years he built up a modern and efficient department of public welfare out of a much criticized municipal agency. At the

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last election, when the Farmer Labor Party swept into office in Minneapolis, several of its members replaced more conservative representation on the Board of Public Welfare. One of these, Councilman Edwin I. Hudson, became chairman of the Board's relief committee and with Councilman I. G. Scott began at once a drive for Mr. Kjorlaug's dismissal from the Department of Public Relief. A special sub-committee of five members was appointed to hear relief complaints, and clients were invited to present their grievances. After two months of listening to complaints, the sub-committee issued a report criticizing the administration for unfairness and partiality in its dealings with clients and for the administration of relief ". . . under the case work system . . . (which) necessitates long and very often silly and useless case records . . . is based on a wrong diagnosis of the clients' needs . . . (and) is due to the dominance of private social agencies in the past."

TO this the Twin City Chapter of the American Association of Social Work replied, but so rapid was the course of events that its statement had slight publicity. The chapter pointed out that case work in relief administration means granting relief on an individualized basis and establishing eligibility upon a basis of need:

> This implies granting varying amounts of relief according to differing needs. This method is utilized to insure a more just and equitable use of available resources than would be possible in the practice of granting mass relief on an undifferentiated basis.
>
> Those professionally engaged in social work have long recognized that the fundamental social problems of our social and economic order cannot be met by any relief policies however adequate or any methods of case work however good. Social workers cannot out of the resources or processes of social work furnish employment but can cooperate with other groups seeking to establish opportunities for the reemployment of workers now on relief.
>
> . . . the practices and policies in operation are the responsibility of the Board of Public Welfare. This body is charged with laying down the policies for amounts of food and relief in families; for determining rent schedules and such other items as may be allowed in the relief budget; and for obtaining funds for such policies. It is the responsibility of the employed worker to carry out these instructions as defined by the Board.

The action of the Board in suspending Mr. Kjorlaug was followed by a mass meeting of some 300 of the staff of his department, endorsing his administration, and by efforts of the League of Women Voters and other organizations to secure legislation taking the department out of municipal politics and making it a division of county government. At this point the mayor appointed an independent Citizens' Committee of Fifty to appraise the situation.

In the meantime the Board had recalled Richard Tattersfield, the former superintendent (who had retired because of age) on a two-months' appointment "to reorganize the Department of Public Relief." The Civil Service Commission refused to confirm this appointment and after a week or so Mr. Tattersfield was succeeded as acting superintendent by Norma Fodness who had served on the staff for many years under both Mr. Tattersfield and Mr. Kjorlaug. Mrs. Fodness had worked closely with the Board's sub-committee on complaints and was said to have provided it with much of the material on which its report was based. She immediately began a shake-up, transferring, dismissing and demoting certain staff members who had been loyal to the Kjorlaug administration, and endeavoring to raise the salaries of others. Field workers were given discretion to grant relief without reference to any supervisors, a move which, in the existing set-up, was felt to have definite political implications. During all this time the State Emergency Relief Administration insisted on having its own appointee, paid by itself, as case supervisor.

Into the turmoil of charges, countercharges and general confusion the SERA, which has been contributing some $500,000 monthly to Minneapolis' relief bill, threw the warning, couched in no uncertain terms, that if "reorganization" of the department continued as it had begun, the state subsidy would be withdrawn.

Public reaction followed. By late December it had gone so far that the City Council voted to remove Councilmen Hudson and Scott from the Board of Public Welfare because of their "crude and tactless" method of removing Mr. Kjorlaug and their further attempt to remove the superintendent of the General Hospital.

Meanwhile, opposition to Mrs. Fodness' regime was crystallizing in the staff of the department, notably in the Workers' Council, formed two years ago, which now has applied for a charter from the American Federation of Labor. At a stormy meeting of the Board of Public Welfare on January 14 this organization pressed charges of favoritism and extravagance against Mrs. Fodness and secured her demotion to the rank of investigator, thus leaving the Department without a head. Meanwhile Mr. Kjorlaug has offered his resignation to the conservative member of the Board who however refuses to present it for action until a candidate whom he approves is available for the job. There are now some twenty candidates.

WHILE all this was astir the Committee of Fifty called Burdette Lewis of the American Public Welfare Association to "appraise the situation." His report, rendered on January 11, was in effect a strong recommendation for the appointment as superintendent of Frank J. Rarig, formerly director of CWA for Minnesota and director of work projects of the Indiana Commission on Unemployment Relief. He further recommended that the Board of Public Welfare keep its hands off complaints and administrative detail and address itself to broad policy-making. But the Farmer Labor Party, with Councilman Hudson as chairman of its local executive board, dissatisfied with the Committee of Fifty, had organized its own investigation which backed up Mrs. Fodness and attacked the suggestion of Mr. Rarig's appointment, not on grounds of incompetency but because his appointment was supported by the Community Chest. Mr. Rarig, returning from a trip to Chicago, asked in the papers what all the shooting was about—no job had been offered to him, he said, and no one should assume that he would accept it if it were.

As this is written in late January the whole situation remains at an impasse. The Department is still without a head, the Mayor himself is signing the relief checks, and there is no clear indication whether Minneapolis will gather itself together and reintegrate its relief organization or will permit it to be disintegrated further by the pulling and hauling of opposing political factions.

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The Common Welfare

Ancient Liberties

CURRENT threats to civil liberties in this country are made vivid by three recent reports. The Methodist Federation for Social Service, in its bulletin, gives thumbnail sketches of nearly a hundred instances in which during the past year violence and intimidation were used against labor, radicals and the unemployed. The department of research and education of the Federal Council of Churches in its Review of Current Issues shows the efforts of the Hearst press to negate the Bill of Rights and details recent attacks on civil liberties through teachers' oath laws, the incitement to disaffection bill, sedition prosecutions, police repressions and mob violence.

One of the recent flagrant cases was the kidnaping in Tampa, Fla., of three leaders of the Modern Democrats, a group which had polled an impressive minority vote in a city election. One of the men died; the two who survived were able to tell what had happened and to accuse members of the police force as members of the mob that flogged them. Six policemen were arrested, charged with first degree murder. Later the chief of police was indicted as an accomplice. The trials are scheduled to begin this month.

The struggle for civil liberty "on the land" is the theme of a new report by the American Civil Liberties Union, covering the milk strikes and resistance to mortgage sales by farm owners, the efforts of farm laborers and sharecroppers to organize in California, Ohio, New Jersey, and the South.

In its bulletin, the Methodist Federation compares these American trends toward suppression with the violations of civil liberties which accompanied the growth of fascism in Italy and Germany.

Children's Crusade

THE fate of the Children's Crusade led by Nicolas the German lad is a historical mystery, echoed only in the legend of the Pied Piper of Hameln. They never reached the Holy Land. In the thirteenth century, as in our time, children could not travel far without money, guidance and assurance of a hospitable destination. The present exodus of Jewish youth from Germany is under wiser auspices. Parents unable to flee from "economic, social, political and religious disabilities" actually encourage their children to depart forever to foreign lands. By dramatic coincidence the destination of many of them is Palestine. Late in January Sir Herbert Samuel assured the National Council of Jewish Federation and Welfare Funds, meeting in St. Louis, that the British government is sympathetic not only in the Palestine mandatory but in other dominions. This modern Children's Crusade must be underwritten (through gifts and loans) with an immediate amount of perhaps $10 million in addition to all other funds raised for victims of European persecution. In response to impassioned pleas by Felix M. Warburg of New York and William J. Shroder of Cincinnati, the Council, without waiting for details, resolved to finance the escape of Jewish children from Germany, Poland and parts of eastern Europe. Mr. Shroder, president of the Council, estimated that "we could double giving out of income without going into capital." The resolution urged American Jewry to give beyond all previous quotas for the sake of the victims of Europe's tragedy "and for our own self-respect and character."

Peace on the Railroads

A RECORD which makes clear the values of law over conflict in labor relations is offered in the first annual report of the National Mediation Board, submitted to Congress by its chairman, William M. Leiserson. This agency is the labor relations board for the railroad industry, administering a collective bargaining law very similar to the National Labor Relations Act. Looking back over the first twelve months' work, Mr. Leiserson writes: "We are pleased to report that during the year there were no strikes in the railroad industry." Two strikes were called, but strike action was postponed pending mediation. A total of 166 labor disputes were disposed of by the Board during the year, involving more than 100,000 employes on 117 different railroads.

The Board functions in an industry which is 95 percent organized for collective bargaining. Out of each 100 workers, seventy-one are represented by independent unions, twenty-four by company unions. Since the amendment of the Railway Labor Act in 1934 to prevent the use of the economic power of the employer in resisting labor organization, there has been a marked trend away from company unions and toward independent unions.

The report gives a complete picture of the labor relations machinery and its functioning. It is a heartening picture, for it shows how, in place of injustice, bitterness and conflict, it is possible to devise and carry out a scheme for a complex, competitive industry which "imposes positive duties on employers and employes alike, defines rights and makes provision for their protection, prescribes methods of settling various types of disputes and sets up agencies for adjusting all manner of differences."

Hardship Cases

DESPITE good character and homes long established in this country, 2862 aliens, most of them with wives and children who are American citizens, will be deported on March 1 unless Congress intervenes. These are the so-called "hardship" cases in which the Department of Labor has stayed action during the past three years in the belief that Congress would not permit deportation "if it knew the facts and understood what was involved in family separations, in suffering to innocent American citizens . . . in loss to our own economic and social interests."

In the ten years or more that most of these 2862 aliens have lived in the United States they have founded homes, demonstrated their good character and, with few exceptions, have maintained themselves continuously. The only charge against them is illegal entry, an offense which, as

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Commissioner MacCormack says in his report to Congress, "in itself is not a criterion of character," prompted as it most commonly is by "a desire to join family or relatives, to find refuge from oppression or to better oneself economically."

In cases where the illegal entrant has demonstrated good character and has established a family it would seem the part of humanity, common sense and sound American tradition to establish a statute of limitations. This, in effect, is what the pending Kerr bill (H. R. 8168—S. 2969) would do. It would strengthen our deportation laws against the alien criminal, give the government new powers to apprehend the illegal entrant and a limited discretion not to deport in the case of aliens such as the 2862 reported to Congress last month. The bill, already favorably reported by the Senate and House Immigration Committees, would give the country at once a more effective and more enlightened deportation policy.

Everybody's Business

BEFORE the present New York legislature was a month old it had before it a block of bills embodying the substance of the sixty-point anti-crime program developed by Governor Lehman and his expert advisers out of the state crime conference held last October. The bills propose a general overhauling of the organization for catching and dealing with criminals, largely in the direction of simplifying and strengthening procedures, state and local, and of centralizing state authority. There would be a new State Department of Justice, similar to the U. S. Department, with control of the state police and with bureaus of identification and investigation. The use of probation would be extended through county systems and the parole system unified and strengthened.

It is interesting to note that Point No. 1 of the Governor's program deals with crime prevention through the development and coordination of local activities through a state bureau, while Point No. 60 aims at interstate compacts "for mutual helpfulness in relation to any person convicted of any crime or offense who may be on probation or parole."

Governor Lehman put his program forward as "everybody's business" and urged nonpartisan consideration for it. It now seems probable that a considerable number of bills will be enacted and a substantial beginning made in a comprehensive, modern, anti-crime program.

Q. E. D.

FIVE years ago the vision and initiative of a handful of men brought together under one Chicago rooftree some seventeen organizations concerned with the study and promotion of better government. Central in the sense of teamwork but not of control or domination was the Public Administration Clearing House, headed by Louis Brownlow. Last month the demonstration of the usefulness of this constellation of agencies and their methods of working, severally and together, was recognized by the Spelman Fund of New York with a gift of one million dollars to the University of Chicago to erect and maintain on its campus a building especially designed for their purposes. This does not mean that the agencies will come under the jurisdiction of the University but that there will be closer contacts and a stabilization of relationships that have shown themselves fruitful to all concerned. As in the past each agency will continue to stand on its own feet and maintain its own base of support.

"The enterprise now ceases to be an experiment," says President Hutchins of the University, "It becomes an established feature of American government. The University is delighted to cooperate."

How Low Is Low Cost Housing?

"WE must build homes in the price range of $2500 to $6000. The greatest number should not be over $4000. This price structure is necessary to serve the 93 percent of our population who have always been neglected. We herewith submit recommendations as to methods to be employed to accomplish this program."—*Home Building Program, Committee for Economic Recovery, Third Report to the President.*

"Preliminary studies reveal that it is all but impossible in the present state of the art of construction to erect well-built, satisfactory and salable houses much lower than $5000. . . . No change seems possible short of a complete revolution engineered through the combined efforts of the entire industry."—*Progress Report, Purdue University Housing Project.*

Thus do impressive statements—these two arrived in the same mail—contradict one another.

The Purdue project (see page 51) is experimenting in ways and means to reduce building costs and to discover how low cost houses stand up in use. The Committee on Economic Recovery—a large group of business, educational and financial leaders—is proposing a housing program calling for the combined efforts of all the construction industries. Without attempting to evaluate the technical aspects of these two reports certain significant indications seem to emerge from them, even to a casual reader: Private industry is recognizing an opportunity perhaps even a responsibility, in the field of low cost housing; there is grave doubt whether it can build for the low income group without a complete revamping of the industry; another movement to promote home ownership is under way.

It should be noted that both the Purdue group and the Committee are primarily concerned with building for families "able" and wanting to buy their own homes. There remain the large numbers, the low income city folk for example, who, willy-nilly, must live in rented quarters. There is small evidence at this time that anything but public housing, vigorously prosecuted, will meet their urgent needs.

A TRIAL of the strength reputed to lie in unity has been launched among national peace organizations. Left and right, educational, religious, propagandist—thirty-one in all—they have joined ranks under the banner of a National Peace Conference. The Rev. Walter W. Van Kirk, for a decade secretary of international justice and good will of the Federal Council of Churches, will direct the new organization. It is expected that effective mobilization of public opinion will develop through the Conference. Already there are signs of uneasiness in the jingo press, traceable, it is said, to this new solidarity.

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The Social Front

The Insecure

IN an effort "to make perfectly clear the policy of the WPA relative to private employment . . . which may be offered to WPA workers," Harry L. Hopkins, Works Progress Administrator, issued a ruling in mid-January to all state administrators. His purpose, he said, was "to protect labor employed on WPA projects from the chiseling type of employer and to protect existing wage standards. . . . It is expected that WPA workers will accept available jobs in private employment, whether of a permanent or temporary nature, provided that:

"The temporary or permanent work shall be a full time job.

"Such work shall be at a standard or going rate of wages.

"Such work shall not be in conflict with established union relationships.

"Workers shall be offered an opportunity to return to the WPA upon completion of temporary jobs.

"It is important that our offices guard against two things:

"First, we should not develop employment exchanges within our own organization. . . .

"Second, it is equally important that the employers who are paying standard and going rates of wages be fully protected and that our organization not be used as a means of forcing workers to accept sub-standard wages from anybody."

Biggest—The sheer bigness of New York City's relief problem stands out in the figures of the 1935 report of the Emergency Relief Bureau, Charlotte E. Carr, executive director. More than 1,750,000 men, women and children (440,000 case units), approximately one out of every four persons in the city, were dependent on the Bureau, at some time during the year, for the necessities of life. They constituted, as people, our fourth largest city, outnumbered only by New York, Chicago and Philadelphia. The Bureau's expenditures for the year amounted to $185,500,000; more, according to the World Almanac, than the whole governmental costs of any American city except New York, and more than the net indebtedness of any city except New York and Philadelphia. To this expenditure the city contributed $52 million, the state $29 million, and the federal government $104,500,000.

During the year the Bureau received 383,384 applications for relief, about 46 percent of them reapplications. A little more than half of the applications were accepted. Some 258,458 cases were closed, more than half as a result of transfer to WPA. On January 1, 1935, the Bureau had a staff of 19,260 employes in all classifications. By February 1, 1936 this was reduced to about 13,000. During 1935 the Bureau gave medical and nursing care to 169,573 families at a cost of $1,130,271—an average of $6.66 per case. Its insurance department handled some 91,000 cases and released $4,777,950 to relief families and applicants.

Cases Closed—In sequence to previous studies of what happens when relief stops the Social Research Division of WPA has issued two new bulletins: one, (Series II, No. 10) A Survey of 1022 Relief Cases Closed in March 1935, Baltimore County, Md.; the other, (Series II, No. 11) Survey of Cases Closed from Relief Rolls in Sioux Falls, S. D., in July 1935. Both studies deal with rural families at a period when seasonal employment was high. There was no assurance that such families as were maintaining themselves at the time of the study would be able to do so when seasonal work slackened. In Baltimore County a majority of the families were raising themselves somewhat above the relief levels, but the average monthly income was ". . . very low. In very few cases did earnings reach levels consistent with comfortable living." In Sioux Falls income data alone made the outlook for the closed cases appear relatively hopeful. But employment was almost wholly seasonal, and within ten weeks after the cases were closed 50 of the 110 households interviewed had found it necessary to re-apply for relief. "From first to last," concludes the report, "contacts with this particular group of cases produced cumulative evidence that they desire above all else to be independent self-supporting members of society. These citizens look upon their present state as accidental and temporary."

Winter Peak—Relief applications in Pennsylvania climbed up to 15,106 the second week in January, the peak since August 1935. Of the applications 4236 were from households that had never before applied for unemployment relief. Of the 8622 cases opened some 6000 had lost jobs in private industry and 947 in the WPA. In mid-January the net cumulative total of cases transferred to WPA since September, was 205,472. There remained on direct relief a total of 217,987 cases—some 742,399 persons—and an additional 2221 who were being carried until the first WPA wage payments were received.

Research—The Division of Social Research of the WPA is making a study of relief techniques and procedures in federal, state and local administrations. The study covers the period of federal participation in relief and involves assembling, correlating and analyzing a large amount of factual and research material already available in the WPA and elsewhere. . . . Studies of "what makes America tick," undertaken through WPA and regular government departments are now under way to the number of nearly 700 and costing over $30 million, according to a recent news release. While 650 such study projects submitted to WPA were approved, 1950 were disapproved. Many projects are statistical, aimed at improved records of employment, health, crime or industrial conditions. . . . A technical and historical study, Three Sources of Unemployment, by Wladimir Woytinsky, recently was published by the International Labor Office of the League of Nations. The study analyzes the "combined action of population changes, technical progress and economic development" and is elaborately tabulated. (Price $1.25 direct from the World Peace Foundation, 8 West 40 Street, New York.)

Security

THE Committee on Public Administration of the Social Science Research Council received a grant of $80,000 last month from the Rockefeller Foundation for a research inquiry into the administrative problems of social security legislation, to be made in cooperation with the Committee on Social Security of the Social Science Research Council. The plan includes special studies of public employment offices, the administrative problems of unemployment insurance and old age benefits, standards and methods in federal-state relations under grants-in-aid, and a general study of the broad administrative aspects of social security. The Committee on Public Administration, Louis Brownlow, chairman, has already started this general study under the direction of Professor Charles McKinley of Reed College. Mr. Brownlow is the director of the Public Administration Clearing House, with headquarters in Chicago.

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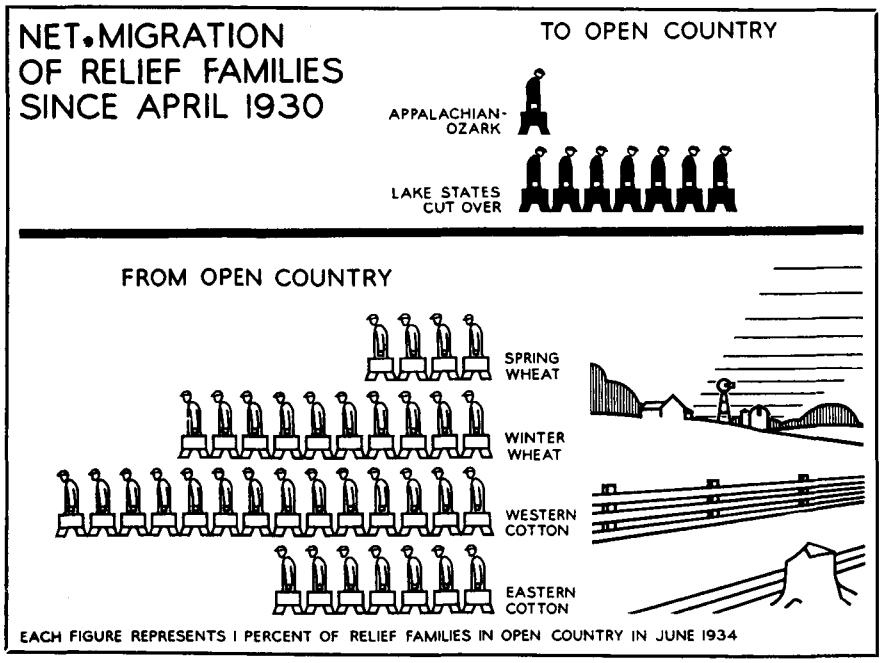
The inquiry will be directed by Joseph P. Harris, director of research of the Committee, who was formerly a member of the staff of the President's Committee on Economic Security.

Accounting—With the vast social security program beginning to function last month, there is some confusion as to what is and what is not required of employers under the Act. The regulations drawn by the U.S. Treasury make clear that employers are merely required to keep a record of their payrolls, as a basis for tax payments. No particular form or method of accounting is prescribed, and no additional information is sought. In spite of these simple regulations, the Social Security Board has been informed that employers in some industrial states are demanding that their employes fill out elaborate questionnaires, including personal questions as to religion, "racial color," education and union affiliation. Workers in some cases are warned that an incorrect answer to any of the questions may make them ineligible for benefits.

N. Y. Administration—In New York, employers coming under the state's unemployment compensation law were given a month of grace beyond January 1 for filing their first reports. Employers are required to keep individual employe work and pay records for the current year, but the Unemployment Insurance Advisory Council recommended a change in the law, which the legislature accepted, making it unnecessary to file these individual records during 1936. Payment of contributions on payrolls will begin April 1, to be accompanied by a summary of payroll data.

The administration of the New York law, lodged with the industrial commissioner, called for reorganization within the state labor department. A new division of placement and unemployment insurance has been created, combining insurance administration with employment service. The division, under the supervision of an executive director, has four major functions: general administration; employment service, under the continued supervision of the head of the state employment offices; insurance records control, supervised by the comptroller of the unemployment insurance division; research activities.

State Action—Nebraska now has legislation conforming with the old age, blind, maternal and child health provisions of the Social Security Act. It was passed by the state legislature after a long special session. Unemployment insurance was voted down. The most troublesome question was an administrative set-up for old age pensions, which was finally included in the law.


NET MIGRATION OF RELIEF FAMILIES SINCE APRIL 1930
TO OPEN COUNTRY
APPALACHIAN-OZARK
LAKE STATES CUT OVER
FROM OPEN COUNTRY
SPRING WHEAT
WINTER WHEAT
WESTERN COTTON
EASTERN COTTON
EACH FIGURE REPRESENTS 1 PERCENT OF RELIEF FAMILIES IN OPEN COUNTRY IN JUNE 1934

In six rural problem areas studied by the FERA (Research Monograph No. 1, by P. G. Beck and M. C. Forster), the shift of relief families from open country to towns and villages was most marked in the western cotton and winter wheat areas which had suffered from successive years of drought. Movement was chiefly among tenant farmers and laborers

Provision was made for an appropriation of $4,500,000 to take care of the state's share of the social security program until the legislature meets again next year. About 15,000 Nebraskans have already qualified for old age pensions, though many counties have forwarded only fractional returns, and six none at all.

Several states, including West Virginia and Pennsylvania, plan special legislative sessions to consider social security legislation. Without state action, no citizens can enjoy the benefits of the federal Act. [See *Survey Graphic*, February 1936, page 77.]

The Board Approves—The Social Security Board has announced its approval of the unemployment compensation laws of Alabama, California, New Hampshire, Oregon, Wisconsin, New York, Washington and the District of Columbia. The board has the law of Massachusetts under consideration. The Utah law has not yet been formally submitted to the Board.

Local Action

FINANCING of private social work for the year ahead looks slightly more encouraging than it has for two years past, according to indications of the fall community chest campaigns. Returns from 296 chests show an over-all average increase of 4 percent above comparable figures for the previous year. Although still only 91.2 percent of the total goal, last fall brought the first upward swing after two years decline, which, at its lowest dropped to 10 percent under 1929 returns. This year's returns are still 5 percent less than those of 1929. These gymnastics in community funding are the more significant in that net taxable incomes for 1934 were 50 percent below the 1929 figure, and that in 1934, far from being a nation of "tithers," we were giving less than 2 percent of net taxable incomes to charitable and religious purposes.

More Givers—The New York Federation for the Support of Jewish Philanthropic Societies has completed successfully its campaign for $2,636,000 to meet the budget deficits of its ninety-one affiliated agencies. The number of contributors increased from 48,359 in 1934 to 75,212. Despite the success of the drive, Samuel D. Leidesdorf, president, said: "The present annual income is tragically inadequate. . . . Demands on private philanthropy for free medical care, for child care and guidance, for family service, remain at peak levels. Dependable community support simply has not kept pace."

The annual tabulation of current philanthropic gifts by the John Price Jones Corporation showed a continuation in 1935 of the upward trend which in 1934 began to revive totals sharply reduced since the depression. The largest percentage of philanthropic gifts during 1935 went to education. New York was a six to one leader among major

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cities for its total of gifts and bequests. In the same tabulation, the general total of bequests declined.

New Council—After some years of effort to carry on a Council of Social Agencies by voluntary effort, Baltimore now has an organization on a membership basis, with a planned and continuous program. Anna D. Ward, formerly general secretary of the Baltimore Family Welfare Association is the new Council's executive secretary. Public and private agencies are members on the same basis and the budget is drawn 50 percent from the Department of Public Welfare, 25 percent from the Community Fund and 12.5 percent each from the Associated Jewish Charities and the Bureau of Catholic Charities.

Critical—The Westchester County (N. Y.) Commission on Government has issued its report on public welfare administration in that notable county. Organization under a law which distributes responsibility confusingly between county, town and city; lack of legal protection from political spoils systems; lack of equitable distribution of costs; certain inadequacies and over-departmentalization were targets of criticism. (Westchester County Commission on Government, County Court House, White Plains, N. Y.)

Transients

WHEN the withdrawal of earmarked federal funds for the care of transients precipitated an acute phase of a chronic problem, the American Public Welfare Association undertook a quick field study of the situation in the Middle West, specifically in Detroit, Chicago, Cleveland, Cincinnati and Louisville. The report, city by city, is published in the January issue of the *Public Welfare News*. (Price $1 a year, including membership in the APWA, 850 East 58 Street, Chicago.) Although provisions for the care of transients varied, they were everywhere characterized by little or no statewide consideration or planning, by temporary or makeshift provisions and policies, by inadequate funds and by legal restrictions. More serious perhaps was a "certain definite though subtle" community attitude which put technical responsibility for relief before the best interest of the individual or family. "This consideration, frequently developed out of county commissioners' pronouncements, is fortified by law and generally supported by uninformed lay opinion."

Firm Stand—After three years of experience with and study of depression transiency the National Committee on Care of Transients and Homeless has formulated a platform on which it proposes to stand and to act in relation to future planning and projects, national, state and local. The document, drafted by Dr. Ellen C. Potter of New Jersey, and put through all the hoops of committee discussion and revision, is published in the issue of *Public Welfare News* mentioned above and also in the current issue of The Transient, organ of the National Association for Travelers Aid and Transient Service (1270 Sixth Avenue, New York.) It sets forth certain "basic facts" establishing the unemployment and interstate aspects of transiency, points out the magnifying effect of the prolonged depression, and outlines procedures within the framework of government—national, state and local, with private agencies gearing in—by which public responsibility for the amelioration and solution of the problems of transients could be discharged. The platform is authoritative in approach and positive in tone. "We believe . . . we affirm . . . we demand."

Nothing to Gain—The Michigan ERA, after a study of its intra-state and inter-state transients, came to the conclusion that there was little to be gained by sending people back to their county of residence or state of legal settlement. Non-residents cared for in one county just about matched that county's residents cared for elsewhere in the state, and as for interstate transients, "Michigan would be the loser if all Michigan residents receiving aid in other states were to be returned. Any policy of wholesale return will evoke retaliatory measures on the part of other counties and states which will result in additional and unnecessary costs to the state at large and the counties in particular, to say nothing of the hardships it would impose on the families involved." . . . Interstate agreements or compacts providing for the care of transients whose legal settlements are lost or uncertain are proposed by Dr. Ellen C. Potter, chairman of the National Committee on Transients and Homeless in a recent issue of the magazine, *State Government*. With federal responsibility at an end, states must, she says, find some way to restore the basic right of belonging somewhere to people who have forfeited it, often unwittingly, under economic pressure.

For Reference—Particularly timely in view of the current transient situation is the pamphlet, The Transportation Problem in American Social Work, by Jeffrey R. Brackett. (Price 25 cents from the Russell Sage Foundation, 130 East 22 Street, New York.) It describes the transportation agreement accepted for the past thirty years by public and private welfare agencies as a basis for sending dependents back to their places of origin, and traces the practices that have developed under it.

The 1936 Directory of Travelers Aid and Transient Service, just published, lists more than 1200 cooperating agencies in the United States, several hundred in Canada and more than 100 in Mexico, from all of which travelers aid service may be secured. (Price $1 from the National Association for Travelers Aid and Transient Service, 1270 Sixth Avenue, New York.)

Housing

WITH the Home Owners Loan Corporation nearing the end of its emergency relief undertakings and with its lending operations more than 95 percent completed, John H. Fahey, chairman of the Federal Home Loan Bank Board, announced that the corporation had assisted about one million distressed home owners. Of even greater significance, Mr. Fahey maintains, is the long term policy evolved by HOLC. There are now certain permanent institutions operating through the Board, notably the Federal Home Loan Bank System, the Federal Savings and Loan Associations—mutual local agencies supervised and chartered by the FHLB but initiated and managed by private enterprise—and the Federal Savings and Loan Insurance Corporation under which "financially strong, properly managed" savings and loan associations can insure the accounts of their shareholders against loss up to a maximum of $5000.

To Be or Not To Be—The U.S. Supreme Court has announced that on March 2 it will hear arguments on the so-called Louisville case involving the right of the government to condemn land for slum clearance. As already pointed out in *The Survey* [February 1935, page 59] it is difficult to predict just what the effect of an adverse ruling would be on the whole housing program inasmuch as the Louisville decision and a similar one recently handed down in Michigan are concerned solely with the government's authority to exercise its right of eminent domain for low cost housing. . . . On still another front the government's housing program is being challenged in the courts, this time on the constitutionality of the Resettlement Administration's project at Bound Brook, N. J. [See *The Survey*, October 1935, page 313.] The suit has been brought in behalf of Franklin Township and four property owners who maintain that the tax load of the township will be increased by the building of this new community requiring additional schools and other municipal services, and who further claim that the value of existing low rent houses

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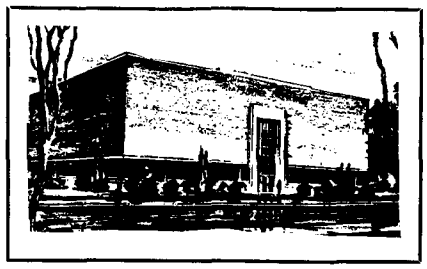
will be adversely affected. As the case stands the defendant, the RA, has been directed by the court to show cause why it should not be enjoined from continuing plans for the project.

Resettlement—The Resettlement Administration is a lusty youngster in the family of federal agencies concerned with housing. As of January 6, approval had been given by RA for the completion of plans or construction of 228 projects, including: four rural industrial areas; eighty-six agricultural communities; seventy-three infiltration projects; ten tenant purchase projects; three forest communities; eleven combination agricultural and infiltration projects; and forty-one projects transferred to Resettlement from the defunct Subsistence Homestead Division. Agricultural communities consist of contiguous areas of farm land on which will be constructed houses, barns, and community facilities. Residents will derive their entire income from farming.

For infiltration projects RA acquires land for the resettlement of farm families on individual farms in existing farming areas. Families come from the rural rehabilitation rolls or move from substandard land purchased by the RA for conversion into parks, recreational areas, wild-life refuges and so on.

Slums of New York—In a lengthy inter-faith manifesto to which the newspapers gave much attention fifty Roman Catholic, Jewish and Protestant clergymen of New York declared in essence that slum conditions constitute an offence against the sanctity of human life. "To condone the continuance of the slum is to consent to the unnecessary toll of human waste and suffering. . . . We call for their abolition." The significance of the manifesto lies in the fact that it emanates from a non-professional group so far as housing is concerned. Housing leaders hold that, despite progress, the drive for decent housing still lacks the spearhead of a lay public aroused to the vital importance of housing to the entire community. They believe that the forthright credo of the clergy may stir opinion which technical pronouncements have not moved. . . . Two other important New York housing events occurred the same day the manifesto was made public. In the presence of federal and city officials, ground was broken for the actual building of Ten Eyck Houses in Williamsburg, Brooklyn [See *The Survey,* December 1935, page 26] the site of which, twelve square blocks in a crowded section, had already been cleared. . . . Less dramatic, but no less significant was the announcement by the Tenement House Commissioner, Langdon W. Post, of a city-wide campaign to vacate and raze the worst of the city's tenements. A staff of 125 inspectors is already surveying slum areas preparatory to the issuance of orders for vacation and demolition of unfit buildings. . . . Large groups of owners of old law tenements are still trying to have the New York legislature declare a moratorium on some of the provisions of the Multiple Dwellings law. In their judgment a toilet in every apartment is not necessary to the American standard of living.



The All-Weather Laboratory at Purdue University, Lafayette, Ind., is a workshop for testing materials for small, low cost houses. As a demonstration nine houses are now building on the Housing Research Campus, a large tract given by David E. Ross to the Purdue Research Foundation for experimental purposes

To Read—The American Planning and Civic Annual (succcessor to the American Civic Annual) published by the "new" American Planning and Civic Association, Union Trust Building, Washington, D.C., made its bow the latter part of the year. (Price $3). The 1935 edition, in addition to the usual accounts of civic achievements in national, state and local affairs, contains the proceedings of the conference on city, regional, state, and national planning held last spring by the American Civic Association, the American Society of Planning Officials, and the (then) National Conference on City Planning. . . . Municipal Housing is the title of a pamphlet by Helen Alfred put out by the National Public Housing Conference (Price 10 cents from the Conference, 112 East 19 Street, New York) as a revised edition of an earlier pamphlet which appeared in 1932. It contains however much new material on the current situation, including the status of housing legislation in the several states, the federal program and so on.

Among the States

"NO more confusing or perplexing governmental issue faces the state than that of unemployment relief," says the Governor's Commission on Unemployment Relief, New York, in its report on state and local welfare organization. So saying, the Commission stands up to certain propositions: that state supervision and financial participation with local units of government should be established as a permanent policy for home relief, "the basic form of public assistance;" that unemployment relief can no longer be counted temporary; that its administration should be coordinated with other types of public relief and welfare service and placed in a permanent welfare organization, and that the State Board and State Department of Social Welfare should be reorganized and given extensive new powers over all state-aided activities.

This report is fifth in a series which the Commission, Allen Wardwell chairman, has made public since its creation in August 1934. Two more reports, on the principles of work relief and the care of transients, are still to come. The present report, after discussing relief services in the state and the role of the state in public relief, makes detailed proposals for a state organization for public welfare and for improvements in local—town, county and city—welfare administration.

It recommends a gradual amalgamation of the functions of the TERA and a reorganized state board, and the appointment of the commissioner of public welfare by the governor to whom he would be directly responsible. The board, also appointed by the governor, with overlapping terms, would have power to determine policies and establish rules and regulations. Many people, including some members of the Commission, are fearful that the division of authority between commissioner and board might result in friction if the political scene were inharmonious.

The report is characterized by Gov. Herbert H. Lehman as "extraordinarily thorough and well reasoned both in its analyses and conclusions." (Copies available free from the Commission, 79 Madison Avenue, New York.) It is expected that bills supporting its recommendations will be introduced at the present legislative session. It is possible however that action may take the form of further study by a legislative committee. The present Commission is unofficial, its work financed in part by a grant from the Commonwealth Fund.

A Good Start—First steps have been taken in Pennsylvania for an examination of the existing state-wide and local organization for public assistance with a view to legislation for its improvement. On his own initiative Governor George H. Earle, III, has appointed a committee of twenty-three citizens drawn from all parts of the state and headed by Herbert F. Goodrich, dean of the law school of the University of Pennsylvania, to study the whole situ-

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ation and make recommendations. The status of the committee, unofficial as far as the legislature is concerned, is similar to that of the Governor's Commission on Unemployment Relief in New York. Its report will have weight as the findings of a non-partisan group, and its recommendations insofar as the governor chooses to accept them and present them to the legislature. Kenneth L. M. Pray has been released by the Pennsylvania School of Social Work to act as secretary of the committee. . . . The Pennsylvania School has also loaned to the state a large slice of the time of its director, Karl de Schweinitz, who has succeeded Robert L. Johnson as executive director of the Emergency Relief Board. Mr. de Schweinitz is commuting between his new job in Harrisburg and his various old ones in Philadelphia, with Virginia Robinson and Abigail Brownell sharing administrative responsibility at the school.

Postcard Privacy—Maryland's old age pension system began functioning January 1 with the mailing of 2177 checks totaling $23,097, an average of $10.61 per pensioner. Check forms were printed on postal cards, labeled "Old age pension to date," and went through the mails open-face, an innovation, it is said, in any distribution of funds by a government agency. An official explained the lack of privacy by saying, "The checks developed as the result of a desire to make everything about the pension system as open as it should be. The receipt of a pension check cannot be considered in the same light as a salary or relief check and for this reason I do not believe that a pensioner will object to the fact that someone may find out the amount being received."

On Three Fronts—Teamwork within the organization and informed public opinion without are necessary to the successful functioning of the new Washington State Deparment of Public Welfare, not yet a year old, says its director, Charles F. Ernst. The framework is, he believes, adequate to deal with all phases of social dependency "from the cradle to the grave." The department has three divisions, child welfare, relief and social security, but policies for any one division are developed in relation to the others and in terms of the whole problem of dependency. The state is divided into districts. each with its own administrator with social service and accounting assistants, who maintain contact with county offices, in each of which a member of the staff is designated, to be responsible for state policies. The practical working of the organization, says Mr. Ernst, calls for coordination on three fronts, "each of which presents delicate problems of public relations." Such coordination must be effected between the services of all agencies having to do with health, education and social welfare; between federal, state and county offices dealing with various parts of the social security program; and between the three divisions of the department itself.

Quick Action—Wisconsin got a public welfare department by executive order of Governor Philip F. La Follette, who with one stroke abolished the state ERA and vested all its powers and responsibilities in a department within the State Industrial Commission. Alfred E. Briggs, former ERA administrator, was appointed director. The new department was given authority to handle relief funds including final allotments from the FERA, "to execute all responsibilities relative to relief imposed upon the Industrial Commission by the laws of Wisconsin and upon the state by the federal government," to supply advisory and technical assistance to local units in relief and welfare programs, and to prepare and publish reports on problems of public welfare.

While Waiting—South Carolina, pending action of its legislature, just convened at this writing, has transferred all relief operations to a temporary state department of public welfare with temporary county units. The proposed permanent program, now before the legislature, is framed to meet the terms of the Social Security Act with a department of public welfare and provision for old age assistance and aid for dependent children, the blind and the crippled.

Reversion—With no elaboration of its ultimate intention, the New Jersey ERA issued an executive order as of early January that "It is desired during January that no cases [be] added to cash rolls over those carried in December. New and re-opened cases accepted for care during January shall be carried on food orders throughout the month and no cases now receiving food orders shall be transferred to cash relief during this month."

Rules Change—The WPA order of last October to state administrators that at least 75 percent of available funds should be devoted to the initiation of projects which can be completed by March 15 has been modified. Administrators were instructed in mid-January to be prepared to continue their operations on a diminishing scale until June 30, and to make such additional project applications as might be necessary. Administrators must however ". . . keep constantly in view the necessity for providing a flexible program of projects, so selected as to type, size, and other considerations that a prompt transfer of labor to other federal agencies or to private industry will be possible at all times without leaving WPA projects in an unfinished or useless condition."

In order to "effect the greatest possible economy in administrative personnel and to maintain order and efficiency in the operations incident to the work program," the WPA has prescribed a reorganization of state and district offices and has redefined the specific duties and responsibilities of state administrators, deputy administrators, office managers and directors of divisions. Divisions in each state office are: operations, women's and professional projects, finance and statistics, and employment. The director of the division of women's and professional projects must be a woman. The division of unemployment, which takes on all the duties, except those connected with safety organization, hitherto performed by the divisions of labor management and intake and certification must have "a competent social worker" either as its director or assistant director.

Reports—The Kansas Emergency Relief Committee has issued an imposing tome, physically comparable to the New York telephone book, which reports in detail the Public Welfare Service of Kansas for 1934, complete with pictures, charts and tables to the last detail. . . . West Virginia's Relief Administration has issued a Survey and Study of the Social Security Benefits Program, including estimates of probable costs, for use in working out that state's cooperation with the Social Security Act. . . . *The Florida Social Welfare Review* has made its bow, one of the first if not the only publication by a state welfare department addressed to lay readers—"interested residents of Florida." Its mission is solely to interpret and to strengthen understanding and cooperation between the department and the public.

Campus Issues

REINSTATEMENT of four dismissed workers with part pay for time lost was agreed to by Dean Russell of Teachers College, Columbia University, and union representatives in settlement of a dining-halls controversy. A report by a faculty-student committee on the case of four discharged cafeteria workers found: that severe, discriminatory wage cuts, not the dismissals, constituted the central fact in the situation; that the four workers were discriminated against because of union activities; that the organization to which these men belong is "a bona fide labor union devoted to the

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interests of its members." The college will for the present continue its open shop policy. Dean Russell stated that this means that no worker is to be discriminated against for joining or refusing to join a union.

Bryn Mawr—The School for Women Workers in Industry, which, after fourteen years on the Bryn Mawr campus, held its 1935 session at a summer camp, will return to Bryn Mawr this year. [See The Survey, August 1935, page 239.] The board of directors of the college and the board of the summer school have made a two-year agreement to continue the experiment between the college and women in industry. The school is to have a new board, with six representatives of the college and six of the school, the president of the college serving as chairman. The board will appoint the director of the school "to be if possible an alumna of Bryn Mawr College." The agreement further provides that "all matters of school policy shall be left to the decision of the board of the school." The agreement follows a long series of conferences.

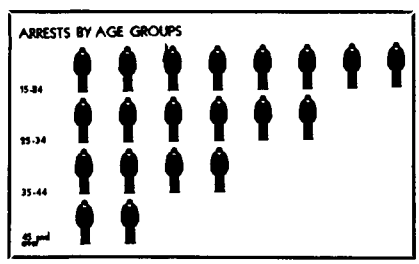
Military Drill—A group of college educators joined in a protest to President Roosevelt against criticism by Secretary of War Dern of any opposition to military training in colleges and schools. In his annual report the Secretary held that ". . . everything containing implications unfavorable to such military training is seditious propaganda." The educators also challenged as "an obvious simplification" the statement by Secretary Dern that protest against compulsory college drill "is based upon the fallacy that such training instills a spirit of militarism in the youth of America."

Youth

MORE than 14 percent of the youth of this country were on relief as of May 1935, according to *Statistics of Youth on Relief,* a research bulletin of the Works Progress Administration (Series 1, No. 16, January 6, 1936). In May, there were about eighteen million persons on relief, of whom 2.8 million were between sixteen and twenty-five years of age. There were more urban than rural youth on relief, more Negro than white, more female than male, more of the 16-17-year-olds than of those in the 18-24 age group. In March 1935, about three tenths of the workers 16-64 years of age on relief who were eligible for WPA jobs were in the 16-24 age group—the largest proportion of any ten-year age level.

Youth Act—The "Youth Act," sponsored by the American Youth Congress (22 East 17 Street, New York) was introduced in Congress early last month by Senator Benson of Minnesota and Representative Amlie of Wisconsin. The chief provisions of the bill are public employment for all unemployed youth at "regular wages" with a minimum of $15 a week plus $3 for each dependent; allowances to needy highschool and vocational school students to cover all fees, plus $15 a month minimum living expenses; college projects at the prevailing rate of pay for the work performed, the wage in no case to amount to less than $25 a month. The program is to be financed by a tax "on inheritances, gifts, and individual and corporation incomes of $5000 a year and over—the same method proposed in the Lundeen Bill.

Problems—Today's Youth Problems, a pamphlet published by the National Education Association in conjunction with its *Journal* for January 1936, has been prepared by Frank W. Hubbard, research associate and NEA staff members. The booklet is designed to interest parents and older students—especially in social sciences—as well as



Each figure represents 5 percent of the arrests reported to the U. S. Bureau of Investigations in 1934. From Today's Youth Problems, by Frank W. Hubbard, National Education Association

teachers. (Price 15 cents from the Association, 1201 Sixteenth Street, N.W., Washington, D.C. Less in quantity.) The study traces history of special importance to American youth, considers home, jobs, leisure time and delinquency in their relation to social and economic factors, and cites figures to show the high incidence of crime in the nineteen-year old group.

Five problems for investigation, summed up in the study, direct attention to social and environmental factors in delinquency and outline a practical plan for investigating community resources for maladjusted youth.

First Jobs—The first young people finally to get National Youth Administration jobs in New York City were placed last month, doing clerical work for the public employment service. [See *Survey Graphic,* December 1935, page 581.] There were 200 young men and women in the first group. Mark A. McCloskey, NYA director for the New York area, promised that 2600 more would be placed by the end of the month, all from relief families. While only those between sixteen and twenty-five are eligible for NYA jobs, most of the applicants are between eighteen and twenty-three. Interviewers attempt to offer guidance as well as placement.

For Rural Youth—Through cooperation of federal, state and local agencies, Breathitt County, Kentucky, is carrying forward a demonstration program for rural young people. The plan is under the leadership of the Southern Women's Educational Alliance (Grace-American Building, Richmond, Va.), the county superintendent of schools, the county agent, the University of Kentucky, and others. It has two objectives: for in-school youth, a changed curriculum resulting in better adjustment of boys and girls to "life situations" and more adequate recreational opportunities; for out-of-school youth, guidance, and "vocational and avocational development." The first is being attempted through teacher and leadership training, heading up in a guidance institute under university auspices; the second, through "opportunity centers" in various parts of the county which provide work projects, and chances for study, recreation and hobbies. In addition to county and local support, the demonstration has a Carnegie grant, and the use of federal funds for the centers and for surveys of community resources for youth.

Study and Record—The need for redrawing the antiquated boundaries of school districts, and for an overhauling of old tax structures for school support is emphasized in the report of the Institute of Public Administration on Westchester County (N. Y.) public schools, made for the commission which is preparing a new county charter. . . . A tabular statement of school financing in the United States by states and by methods of taxation has been prepared by William G. Carr and the staff of the research division of the National Education Association (1201 Sixteenth Street, Washington, D. C.)

Consumers

"FOUR kegs of dynamite" is the term used by the financial service, *Babson's Reports,* for as many aspects of the consumers' movement, which, that service declares, "has something of truth and crusading quality almost like a spiritual revival." The four kegs are the federal consumer activities; revival of efforts to tighten food and drug standards; growth of consumers' advisory services; and growth of consumers' cooperatives.

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Uncle Sam—The Consumers' Division formerly maintained under the new NRA [See *Survey Graphic,* November 1935, page 524] has been transferred to the Labor Department without change either of character or of direction of its work. The Division publishes a lively periodical, *The Consumer,* reporting its own studies and activities and other information of interest to consumers, and helps to focus the many activities of other federal bureaus and departments which guide and protect the citizen as consumer.

Advisory Services—The Association of Consumers' Research Subscribers, outgrowth of the strike conducted through the fall by the employes of Consumers' Research, announces plans for a National Consumers' Union, sponsored by persons eminent in social and economic fields, to provide information on purchase of food, clothing, shelter and luxuries to members. For further information and membership fees, address the Association at Room 917, 22 East 17 Street, New York. . . . Sales as well as information service are the aim of Cooperative Distributors, a non-profit organization to furnish products tested and approved by its own experts to consumers, chiefly by mail-order. For information concerning its program for organizing consumers in buying clubs, its products, and its publication—*The Consumers' Defender*—address Cooperative Distributors, 30 Irving Place, New York.

Consumers' Cooperatives—The swift and extensive growth of consumers' cooperation in this country [See *Survey Graphic,* January 1936, Meet the Co-Ops by Bertram B. Fowler] is most easily followed through the Cooperative League of the United States of America, (167 West 12 Street, New York,) and its publication, *Consumers' Cooperation.* . . . A bibliography covering books and other source material on consumers' cooperation in this country and abroad has recently been published by the Russell Sage Foundation Library. (Bulletin No. 134. Price 10 cents from the Foundation's Publication Department, 130 East 22 Street, New York.)

Labor

IN her annual report Frances Perkins, Secretary of Labor, lists eight objectives of federal-state cooperation to raise labor standards in this country: generous workmen's compensation insurance; strict industrial safety laws; prevention of occupational disease; safe and sanitary work places; shorter hours of labor; prevention of child labor and regulation of labor of young people between 16 and 21; sound minimum wage laws; some provision for collecting wages withheld from workers through "fraud, carelessness or otherwise."

Child Workers—The Massachusetts Consumers' League finds that since the codes were withdrawn, "ridiculously low wages are being offered youngsters with work certificates." One girl, for instance, was offered $5 a week on a sewing job, provided she worked free for one week as an apprentice. In another community a slipper firm reopened on a $4 a week basis, using child operatives on many processes.

The American Farm Bureau Federation at its annual convention passed a resolution approving the federal child labor amendment. It is believed that this marks the end of the opposition from farm groups which, the National Child Labor Committee holds, have been "deliberately misled as to the nature and purpose of the amendment."

Women Under NRA—That the codes meant higher wages, shorter hours and increased employment for women workers is shown in a study by the U.S. Women's Bureau which combines an analysis of code provisions with a summary of data showing effects on working women. Though code wage rates were low—a minimum rate not over 30 cents an hour or $12 a week—they resulted in wage increases for women and narrowed the difference between men's and women's earnings. The basic forty-hour law was four hours below the lowest state level, set by Oregon in two industries. The forty-hour code provisions especially benefited such women-employing industries as textiles, laundries, cotton garments, boots and shoes. Such incomplete data as are available show about a 20 percent increase in employment for women in the code period. In striking contrast with these findings are recent figures showing that wages have been sharply cut and hours lengthened in many industries since the Schechter decision.

On Housing Projects—Standards as to labor relations and working conditions in federal-aided housing projects are offered by the Labor Housing Conference (1714 Connecticut Avenue, Washington.) Pointing out that housing and community development "cannot safely be treated as emergency . . . measures," and that precedents established on the experimental projects "are likely to influence the character of the building industry and of average working and living conditions," the conference recommends: union wages and working conditions; contract rather than direct labor; no precedence for workers from relief rolls; an annual wage in place of an hourly rate only when regular employment can be guaranteed; "no stoppage" agreements entered into only when the project is constructed "in responsible collaboration with accredited labor organizations," and under union wages and working conditions.

Healthy Counties

AS a result of the public health provisions of the Social Security Act the way seems clear to distinctly improved health service for some 40 million Americans in rural communities and small cities who heretofore have not shared in the benefits that more opulent communities could buy for themselves.

Rural Departments—A country health department should be county-wide, if an area in general thinks as a county, or on a town-union basis if the town is the focus of citizens' attention, says the Commonwealth Fund after several years of intensive development of rural health service in Tennessee, Massachusetts and Mississippi, and isolated activities in Oregon, North Dakota, Georgia, Maine, Kentucky and New Mexico. A rural department should have a full time health officer with medical degree and special public health training; clinical service through an assistant health officer or by purchase of time of local physicians; at least one, sometimes two, trained sanitary inspectors; adequate clerical service, and access to a laboratory capable of making diagnostic tests for communicable disease and usual tests of milk and water. While such a set-up is beyond the reach of the poorest and most sparsely settled counties, a check of population and local resources indicates that some 600 counties could afford a desirable standard of health service while another 200 could do so with moderate help from state health departments, such as the Security Act is to provide.

In Westchester—That county-wide health administration would be both cheaper and more effective for Westchester County, N. Y. than the present mixture of one county and eleven local agencies is the upshot of studies by the Westchester County Commission on Government. Part of the saving would be due to reimbursement by the state of 50 percent of the cost of county health departments, which, under consolidation, would apply to all public health expenditures in the county instead of to the present fraction; part to the elimination of duplicating and overlapping functions and to the promotion of central purchasing. The Commission

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finds also that effectiveness and economy would be served by placing under the jurisdiction of the county health department the school health activities now administered in various ways by seventy-nine school districts. At present "more is spent for school health work than for all other varied health activities of the county health department combined—and with no satisfactory evidence of accomplishment."

Hospitals

FULLY half of New York's seven million look to the municipal Department of Hospitals for care in sickness, declares Dr. S. S. Goldwater, commissioner, in that department's 1935 report. Beyond the department's budget of more than $19 million, the city pays $6 million to voluntary hospitals to meet part of the cost of their care of city charges. Among the other 3,500,000 New Yorkers, potentially patients of voluntary hospitals, 45,000 have already joined the three-cent-a-day plan of Associated Hospital Service, to insure payment of specified hospital costs at need.

In the Carolinas—Ten years and nearly $8 million have gone into the Duke Endowment's program to promote hospitals in two states where hospitalization was relatively lacking. The end of that decade shows not only more hospital beds in the Carolinas but a fuller use of bed capacity. The striking trend of the period is the decline in private profit hospitals, and rise in non-profit voluntary hospitals often assisted by public funds as well as by the Duke Endowment. Now 82 percent of all hospital beds in the two states are in institutions assisted by the Duke Endowment, which makes its first responsibility the use of present hospitals rather than the building of new, and recompenses co-operating non-profit institutions to the extent of $1 a day for patients treated without charge. Forty-two out of one hundred counties in North Carolina and eighteen out of forty-six in South Carolina had no general hospital provisions in 1934. (Year Book No. 5, The Duke Endowment, 30 Rockefeller Plaza, New York City.)

Country Practice—Supplemented by local contributions of $40,000, the eighth rural hospital made possible by the Commonwealth Fund is on its way to serve most of a territory of seven counties around Tupelo, Miss. The Fund envisages the rural hospital as a center encouraging able doctors to enter country practice and stay in it. The first six hospitals built under the program 1927-30 have weathered heavy going in hard times and now are on the upturn in use, with average occupancy the first nine months of 1935 at 23.3 percent, half a point behind the previous peak for a like period in 1931. Five of the six now have assumed the full cost of the essential permanent staff. The seventh, opened in August at Kingsport, Tenn., is trying a pre-payment plan under which groups of employed people pay $9 a year which sum covers certain costs of care when they need it.

Public and Private—Communities should provide or pay for hospitalization of people unable to pay for themselves, said Dr. Nathaniel W. Faxon, ex-president of the American Hospital Association, addressing that body's annual meeting. He added that we need, however, to clarify the respective roles of public and private hospitals. Dr. Faxon suggested that public hospitals care for the indigent and patients paying less than half the cost of their care; that private hospitals, with necessary aid from tax funds, take those who can pay more than half but not all, and the fully paying patients. Psychiatric patients and patients with communicable illness would be a general exception, receiving care in public institutions but paying according to their ability.

To the view that public hospitals should receive other kinds of paying patients when a private institution is available, Dr. Faxon countered, "Until the principle of government competition in business with private individuals or corporations is generally accepted, the policy of private patients in private hospitals should be maintained." The address will be published in the Transactions of the American Hospital Association, 18 East Division Street, Chicago.

Dollars and Doctors

OUT of this winter's nationwide debating project on state medicine, sponsored by the National University Extension Association, comes a group of handbooks valuable for reference and orientation, not only to debaters but to all interested in the wide range of proposal and experiment to insure better distribution of medical service to those who need it and more adequate recompense for those who provide it.

Pro and Con—Four handbooks are available giving source material, bibliographies, briefs or other analyses to support either affirmative or negative of

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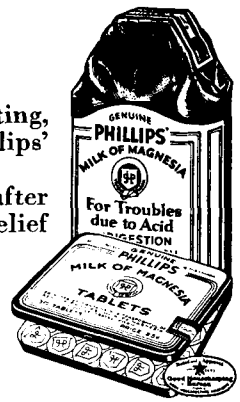

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After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

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the proposition that change is desirable in present methods of paying for medical service. They are: SOCIALIZED MEDICINE: The Ninth Annual Debate Handbook, 1935-1936, edited by Bower Aly. Lucas Bros., Columbia, Mo., 2 vols., 222 pp. each. Price $1.50 for the two volumes. This volume contains also a number of original articles by students of medical economics, among them Problems and Issues of Medical Service by Michael M. Davis, which has been reprinted by the Julius Rosenwald Fund (4901 Ellis Avenue, Chicago) and is available from that organization on request. . . . FREE MEDICAL CARE (Socialized Medicine), compiled and edited by E. C. Buhler. Noble and Noble. 360 pp. Price $2. . . . SOCIALIZATION OF MEDICINE, compiled by Julia E. Johnsen. H. W. Wilson. 335 pp. Price 95 cents. . . . COMPLETE HANDBOOK ON STATE MEDICINE, J. Weston Walch, chief compiler. Debaters Information Bureau, (45-A Free Street, Portland, Me.) Price $2.50. Any of these may be ordered through *The Survey*, postpaid at the prices quoted.

Con—A pamphlet entitled simply Handbook, prepared and copyrighted by the Minnesota State Medical Association, offers statements from physicians and others opposed to change. Unlike the others it thus presents only the negative, is without bibliography, and gives few references to the voluminous literature in this field. Quantity rates on request of W. F. Buth and Co., (1005 University Avenue, St. Paul, Minn.); available, if desired, with the ordering organization's own imprint on the cover in place of that of the Minnesota State Medical Association.

Professional

PLANS for the Atlantic City meeting of the National Conference of Social Work, May 24-30, are being licked into shape with officers, section chairmen, program committee and representatives of associate and special groups all participating in the process. Forty-nine of these groups have already booked time during conference week. The American Public Welfare Association, Community Chests and Councils, Inc., the National Probation Association, the National Association for Travelers Aid and Transient Service, and the Family Welfare Association of America will hold sessions in advance of the formal opening of the Conference, and the National Conference of Jewish Social Service will convene the same day the NCSW adjourns. Good guessers are already putting the total attendance at eight thousand—maybe more.

The subject of the presidential address of the Very Rev. Msgr. Robert F. Keegan will be Democracy at the Cross Roads. At one general session the subject, The Political Responsibility of the Social Worker, will be discussed by Mayor La Guardia of New York and Edith Abbott of Chicago; at another, International Peace and the Common Good, by Thomas Parker Moon, professor of international relations at Columbia University; and at another, National Security—What Price, by Solomon Lowenstein of New York. A fifth general session topic, for which a speaker is not yet signed and sealed, is Government and the Common Welfare.

Money's Worth—In its December number, *The Compass* asks succinctly, "Do you know that anyone may subscribe to *The Compass* for $1 a year?" Well, we, for one, didn't know it. We thought that its well-edited, professionally informative issues were a special perquisite of members of the American Association of Social Workers, and because we are glad we were wrong we pass the word along and add the comment that it's a good dollar's worth. Better start with the December issue which has a thoughtful discussion by Dr. Ellen C. Potter of the ins and outs of the question of the certification of social workers. In the same issue is a list—nearly five pages long—of social work fellowships and scholarships available for the 1936-37 academic year, not only in twenty-nine institutions affiliated with the American Association of Schools of Social Work but in various other universities and agencies.

Study Courses—The New School of Social Research, 66 West 12 Street, New York, offers in its spring term now starting, four courses in social work: Social Work and Social Change in Europe and the United States, Frieda Wunderlich; Psychiatric Implications of Relief Problems, Fritz Wittels; Introduction to Social Case Work and Social Case Work Methods, Mary Louise Whitehead. At the same school Werner Hegemann is continuing his course, City, Regional and State Planning—The Problems of Human Settlements, and Joseph Fulling Fishman is giving a course of seven lectures on probation and eight on parole. In the summer Mr. Fishman will lead an eight-weeks field course in European penology, visiting prisons and welfare organizations in England, France, Switzerland and Soviet Russia.

The Survey's one-flight-down neighbor, The League for Industrial Democracy (112 East 19 Street, New York) sends word that its fifth annual discussion program, now under way, extends to twenty-seven cities, reaching alphabetically from Austin Tex., to Yonkers N. Y. Speakers include Norman Thomas, Roger Baldwin, Reinhold Niebuhr, Joseph Schlessberg, Raymond Gram Swing, Tony Sender, Harry W. Laidler and Bishop Francis McConnell.

Prior to its joint meeting in April with the Kansas State Conference of Social Work, the Missouri Association for Social Welfare is conducting a series of some nine institutes in as many cities on the subject matter of the Social Security Act. Each institute leaves behind it—unless one was already there—a chapter of the Association to continue and to stimulate discussion of the Act in relation to local situations.

A combined lecture and seminar course for probation and parole officers and other social workers is now in progress, under Dr. Walter Bromberg and Dr. Charles B. Thompson of the Psychiatric Clinic, Court of General Sessions, New York. Irving W. Halpern, chief probation officer, is directing the institute sessions with discussions centering around the application of psychiatric techniques to probation problems. The class meets alternate Saturday mornings until May 9.

For Reference—More than nine hundred family agencies, public and private, which have agreed to answer out-of-town inquiries about cases and which have a full time paid executive, are included in the new Inter-Agency Service Directory of Family Welfare Agencies (price $1, less in quantity) just published by the Family Welfare Association of America (130 East 22 Street, New York). The introduction gives detailed directions for procedure. . . . The 1936 edition of the News Almanac for Social Work is announced by Community Chests and Councils, Inc. (155 West 44 Street, New York.) It includes a list of dates, anniversaries and so on, a third again as long as last year's list, especially useful for the publicity purposes of social agencies. (Price 50 cents, less in quantity.)

Tardily but whole-heartedly this department calls attention to a forty-page bulletin of the New York School of Social Work, (122 East 22 Street, New York,) published in December as its annual report (Single copies free on request.) Four pages constitute the report; the rest are devoted to M. Antoinette Cannon's account, An Experiment in Providing Instruction for Relief Workers, in which she details the work on which she was engaged much of last year for the Relief Commission of Texas. The account is philosophic in approach but sufficiently detailed as to method to provide valuable reference material "for those schools of social work and other social agencies which

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face the problem of organizing short-cut programs in the training of social workers."

People and Things

THE long strong arm of Washington reached into the New York Welfare Council last month and lifted out three of the staff who have been associated with the Council practically from its beginning: Jane M. Hoey, assistant to the director and secretary of the health division; Kathryn Farra, assistant to the director; and Louis Resnick, director of public information. Miss Hoey and Mr. Resnick were both "snatched" by the Social Security Board, the former to head its division of federal grants to states for the aged, the blind and dependent children, and Mr. Resnick to handle its public relations. Miss Farra is "on loan" from the Council for six to eight months to take a hand in certain WPA research projects.

Photo by Arnold Genthe
Courtesy *Better Times*

Jane M. Hoey

Robert P. Lane, director of the Welfare Council, has no idea yet about filling Miss Hoey's place except that it will "take a couple of good ones." In Mr. Resnick's place the arrangement has been resumed that existed last year when he was "on loan" to the Emergency Relief Bureau, with Isidore Sobeloff on half time and Reid Byron as full time assistant.

Honors—Completion of twenty-five years of service to the Boy Scouts of America brought congratulations from far and wide to James E. West, chief Scout executive. . . . Mabel T. Boardman recently was awarded the Cross of the Legion of Honor by the French government, for her distinguished services to the Red Cross, especially during the war. . . . Nicholas Murray Butler, president of Columbia University and Stephen A. Duggan, director of the Institute of International Education, recently were presented with the highest decoration bestowed by the Republic of Chile. They were cited for their work in behalf of international peace. . . . Mayor Fiorello H. La Guardia of New York City was chosen by Pi Lambda Phi fraternity as the 1935 recipient of its medal given annually to the best exemplar of the spirit of tolerance. The fraternity was founded in 1895 on the principle that "race and sectarian prejudice" have no place in American colleges. . . . In recognition of the leadership of their retired president, Edward C. Jenkins, the trustees and faculty of George Williams College, Chicago, have established the Edward C. Jenkins Lectureship "to carry forward his pioneering spirit and educational philosophy." . . . Students at the Abraham Lincoln Highschool, Brooklyn, have voted a bronze medal to Lillian D. Wald as New York's outstanding citizen. In the voting Miss Wald had twice as many ballots as her nearest "rival" Mayor La Guardia.

Coming—Returning to the Chicago Council of Social Agencies after four years' distinguished service as executive secretary to the Illinois Emergency Relief Commission, Wilfred Reynolds is welcomed back as director by an agency which has done considerable growing since its paternal guide took leave of absence. The annual meeting of the Council in late January was in a way a welcome home to Mr. Reynolds, and at the same time a celebration of the Council's twenty-first birthday.

Robert T. Lansdale has returned to the field staff of the American Public Welfare Association after a year with the FERA and, recently, a year or so with the governor's Commission on Unemployment Relief, New York.

The Family Welfare Association of America has moved Mary E. Lucas from secretaryship of its Middle Atlantic Region to its New York headquarters, in connection with field activities. Title still unknown. . . . Mabel Uzzell, of the Joint Vocational Service staff now becomes joint "property" of JVS and FWAA, giving full time to placements in the family welfare field, in consultation with the Association staff. . . . Florence Day, of the School of Applied Social Sciences, Western Reserve University, is the new Great Lakes regional secretary for FWAA.

Gertrude Ross Davis will direct the United Jewish Aid Societies of Brooklyn, sole family welfare agency of the Federation of Jewish Charities in that bulky borough. Mrs. Davis, formerly with New York's Jewish Social Service, succeeds Samuel Rabinovitch, who resigned because of ill health after twenty-five years as professional head of the Societies and died shortly after his resignation. . . . The Rev. Almon R. Pepper of Cleveland has been appointed executive secretary of the National Council, Church Mission of Help, succeeding Mary S. Brisley who resigned several months ago.

Fred S. Hall, recently retired as editor of the Social Work Year Book, is assisting the American Association of Social Workers on special projects—just now assembling current material on the relief situation for the Division on Government and Social Work. . . . The Association has added to its staff Thomas Hoare, formerly New York TERA consultant in administrative practice and member of the staff of the Wardwell Commission, who will handle certain publicity projects.

Recently a field representative for New York's TERA, George J. Clarke has been appointed supervisor of the Bureau of Dependent Adults, of the State Department of Social Welfare.

Aleta Brownlee, ex-patriate Californian, is now near home again as child welfare consultant in seven western states, acting for the U.S. Children's Bureau in relation to social services under the federal Social Security Act. . . . The new Michigan Children's Institute at Ann Arbor has as its director of home-finding Luna Bowdoin Brown, from the California SERA. . . . Reuben B. Resnik, on leave of absence from the Jewish Committee for Personal Service in State Institutions, is directing the western states region, National Council of Jewish Federations and Welfare Funds, headquarters in San Francisco.

Going—Philip L. Ketchum has resigned as director of the Omaha Community Chest. More than that, he proposes to walk out of the social work fold entirely into the writing world where, also, he is well rooted. . . . Another exit is that of Jane Chandler from the secretaryship of the Ohio Welfare Conference. Miss Chandler will concentrate on the National Conference of Social Work, of which she is assistant secretary.

Maurice Taylor has left his long time job as director of the Jewish Family Welfare Association of Boston, and has gone to Pittsburgh as associate director of the Federation of Jewish Philanthropies. . . . Martha Chickering temporarily has left the University of California School of Social Service to teach and complete her work for a doctorate at the University of Chicago, School of Social Service Administration. Chicago has made a temporary "swap" with California—A. Wayne McMillen having taken Miss Chickering's work.

Recently strayed from the social work fold is E. A. Hungerford, for fourteen years public relations secretary to the New York City YMCA, now a partner in the firm of Publicity Counsellors, New York. . . . Dorothy Ross Carmer has left her job as Industrial Supervisor of the New York State Division for the Blind for a new venture as production manager of Southern Highlanders, Inc., a mountain craft cooperative; headquarters, Norris, Tenn.

California has reclaimed the Rev. C. Rankin Barnes who went to New York from Pasadena five years ago and who

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now goes to San Diego to succeed his father as rector of St. Paul's Church. Mr. Barnes, as executive secretary of the Department of Christian Social Service of the National Council of the Episcopal Church, has made a host of friends among New York social workers, while his activity as chairman of the Episcopal Social Work Conference has spread the circle to national proportions.

Birthdays—Honors have been the birthday presents bestowed lately on an outstanding group whose fame has come from service to humanity. Judge Ben B. Lindsay, founder of the Denver Juvenile Court and known for his advanced social views, on his sixty-fifth birthday received his reinstatement to the Bar of Colorado, which act of eventual justice marks a triumph over the harryings of political and reactionary forces. . . . Carrie Chapman Catt's seventy-seventh birthday was marked by a surprise luncheon where tributes were paid especially to her services in the cause of peace. . . . Dr. William H. Park, famed for his conquest of diphtheria and other achievements in preventive medicine, retired as director of the New York City Health Department's Bureau of Laboratories at his seventy-second birthday. He intends to continue his work of experiment and research. . . . "Uncle Alec" Johnson, dean of social workers, recently passed his eighty-ninth birthday.

Health Workers—The magazine, *Public Health Nursing* has a brand new editor, Purcelle Peck from the faculty of the Richmond, Va. School of Social Work and Public Health. . . . Jean Henry, with the New York State Department of Health since 1929, is the new assistant director of the Division of Public Health Nursing. . . . Ruth Houlton, lately changed from assistant to associate director of the National Organization of Public Health Nursing, is assisting with the Hospital Survey of New York City, which Dr. Haven Emerson is directing.

The *Bulletin* of the National Tuberculosis Association, aged nearly twenty-five years, has put on a new dress and donned greater responsibilities. Philip P. Jacobs will continue as editor. The new policy includes expansion in size, and widening in field to include public health and detailed material on professional techniques, with an eye to replacing the late lamented *Journal of the Outdoor Life*. The new *Bulletin* will be directed to everyone in tuberculosis work. . . . Arthur J. Strawson, new secretary of the Massachusetts Tuberculosis League, has had a long career in tuberculosis work, most recently as executive of the South Worcester County, Mass. Tuberculosis and Health Association.

Leland W. Parr, author of Science Aids Solomon in *The Survey*, December 1935, protests that he is not the kind of doctor we made him out to be but possessor of a Ph.D. in medical science.

Appointed—Formally designated by President Roosevelt, Mary E. Hurlbutt of the New York School of Social Work has gone to Geneva to attend a meeting of the committee of experts from twelve governments to advise the Council of the League of Nations on two study problems, to wit: assistance to aliens and enforcement of maintenance obligations abroad. . . . Clarence King, also of the New York School faculty, sailed in January for London aboard a Rockefeller Foundation grant, to study administration of old age assistance and unemployment insurance.

The Youth Commission of the American Council on Education has elected Newton S. Baker permanent chairman and Owen D. Young permanent vice-chairman. The executive committee includes Mr. Young, Dean William F. Russell of Teachers College, Columbia University, and Henry I. Harriman of Boston.

Ernest J. Swift, secretary general of the League of Red Cross Societies, has beeen chosen vice-chairman in charge of insular and foreign operations for the American Red Cross, succeeding the late Ernest P. Bicknell.

Meetings—The Progressive Education Association will hold its national conference February 27-29 in Chicago. Information from the Association, 310 West 90 Street, New York. . . . The American Association for Adult Education will meet this year in New York, May 18-21.

Deaths

THE entire life time of Dr. Walter N. Thayer, Jr., New York State Commissioner of Correction, was devoted to the scientific study of criminals and to unflagging efforts for their intelligent treatment. His sudden death early last month at the age of sixty was a shock to penologists the world over and a sorrow to a wide circle of devoted personal friends. At the root of Dr. Thayer's philosophy and practice of penology was training and experience probably unmatched among his colleagues, complemented with a profound intellectual concern with the socio-medical aspects of criminology. His father was warden of Clinton Prison, Dannemora, N. Y., and except for the period when he was acquiring his education, his life was spent in close contact with prisons and prisoners; as physician, as institutional executive and as administrator. When he championed the parole system, the indeterminate sentence, the classification of prisoners, the diversification of prisons and various other practices of modern penology he spoke with scientific authority grounded in practical experience. Except for an interval of four years as Superintendent of Prisons in Maryland Dr. Thayer was in the service of the state of New York from 1892 until the time of his death.

George W. Wickersham of New York, who died suddenly late last month, lived his seventy-seven years in the full stream of life—he never knew its backwaters. He was already past seventy, with a distinguished public and professional career behind him, when he accepted from President Hoover the chairmanship of the National Commission on Law Observation and Law Enforcement. Two years of gruelling work went into the fourteen published reports which constituted a comprehensive study of every aspect of law enforcement, as significant today as it was five years ago. Mr. Wickersham was a profound student of systems of law enforcement and a firm advocate of modern methods in the treatment of prisoners. He was deeply concerned also with foreign relations, notably the World Court and the League of Nations. Only last November he was elected president of the Council on Foreign Relations.

Colonel Margaret Bovill, known throughout the country for her many years' service as head of the Women's Social Welfare Department of the Salvation Army, died last month.

The death of Dr. Francis X. Mahoney, health commissioner of Boston since 1914 except for a brief interim, occurred in mid-January. One of the various achievements of his notable career was the development of health units in various parts of the city through the George Robert White Fund.

With the recent death of Charles F. F. Campbell of Syracuse, N. Y., social work for the handicapped lost an outstanding figure. Mr. Campbell for years edited the *Outlook for the Blind* and was prominent in pioneer organizations in that work.

Dr. Herman Morris Adler, noted criminologist and professor of psychiatry at the University of California, died recently.

Memorial—The Robert E. Simon Memorial Committee, Mrs. Robert V. Russell chairman, has been formed in New York to establish a memorial fund, the annual income from which will be devoted to perpetuating those interests to which he was devoted—music, parent education and cultural advancement.

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Book Reviews

Osborne, the Man

THERE IS NO TRUCE—A LIFE OF THOMAS MOTT OSBORNE, by Rudolph W. Chamberlain. Macmillan. 420 pp. Price $3.50 postpaid of *The Survey*.

A BIOGRAPHY of Thomas Mott Osborne cannot rightly be written except as one would write a novel. There was something of an emotional intensity about Osborne, of concentrated conviction upon some issues which carried an almost cataclysmic impact. In his heroic moments, Osborne would have challenged the world and accepted gladly the death of a martyr. But with it all he was gentle and kindly and generous and understanding, and had a strange influence over human beings who were weaker than himself. Those who saw his influence over other people and his extraordinary compassion and forgiveness to those who betrayed him and were disloyal to him, especially among the weak and lowly, marveled and said he was a gullible fool; they should have said he was a saint. With it all, Osborne had a pride and asperity of temper and a certain reckless abandon that made him forever misunderstood even by his intimate associates.

The important thing about Thomas Mott Osborne was the fact that he challenged a traditional way of dealing with criminals. He laughed at old rules, and saw that even behind thick walls there was something in the human spirit that could be touched by other things than the lash and the ball and chain. His contribution to American penal history is more in the realm of imagination than in the realm of practice. It was his stirring of the American imagination and humanizing it by dramatization that Osborne contributed to shape improvements in American prisons. It is due to him that, poor as our prisons still are, they are infinitely better than they were in his day.

It seems to me that Mr. Chamberlain has given not enough space and attention to Osborne's work in penal reform, and too much to the attempt to describe and define the character of Osborne. I am convinced that nobody understood Osborne. I am convinced that Osborne never understood himself. In that respect he was like the rest of us. But he did leave a mark upon his day and generation by the dramatic challenge of our old notions that the way to undo evil was by the doing of evil, and that the way to make bad men good was to treat them badly. He, at least, had a different way. While Mr. Chamberlain's book is interesting and well written, and those who knew Osborne will be glad to have it, the emphasis, at least so far as this reviewer is concerned, should have been cast in a greater degree upon the man's work rather than upon the man. The book, however, is the only full, living portrait so far painted of one of the great social geniuses of our day.

FRANK TANNENBAUM
Brookings Institution,
Washington, D. C.

Outlets for Energy

ACTIVE GAMES AND CONTESTS, by Bernard S. Mason and Elmer D. Mitchell. A. S. Barnes. 600 pp. Price $3 postpaid of *The Survey*.

IF your job keeps you safe and comfortable in an office or down a coal mine or in any other occupational niche sacred to adults only, then this is probably not a "must" for your bookshelves. But if you are one of those about whom settlement clubs or playground groups or the neighbor's children mill, yelling for "something to do," then here's your life saver. It is a companion volume to two earlier books by the same authors, The Theory of Play, and Social Games for Recreation. The new book is not intended for polite parlor use. Its 1800 suggestions for team, dual, group and relay activities apply to the playground, the summer camp, the vacant lot, the gym—any uncluttered space where the young of the species (elementary school to adult) can let off steam. Some activities call for equipment, but more do not. Directions are terse and clear, helped out by many diagrams. To a desk-bound editor, these 600 pages seem to offer enough "active games and contests" to consume the surplus energy of Tom Sawyer, Kim and Little Orvie, rolled into one. And that, the reviewer gathers, is just what the authors set out to do.

BEULAH AMIDON

Enthusiasm with Sugar

POLITICAL ETHICS, by Daniel Sommer Robinson. Crowell. 288 pp. Price $2 postpaid of *The Survey*.

THIS "application of ethical principles to political relations," a work of acknowledged discipleship to Dr. Hocking of Harvard, is intended as a text for elementary educational and organizational courses in civics, ethics, and mixtures of both. A definition of "political ethics" is nowhere precisely given. But this oddly hybrid or dichotomous term has the effect, by intention at least, of annexing political science in all its branches as a conquered province of philosophy. So ambitious an undertaking has hardly ever been so casually inclusive. "Political ethics," we are told, deals with the relations between the state and the individual, the state and national or international groups, the state and protectorates, one state and other states. The chapter headings are concerned with the nature and the three evils of the state, the five Kantian and the five jural postulates of the ideal state, and its three orders. One notes: "This set of institutions that is founded upon human love the *private order*"; and that it includes, inter alia, polite society, golf and bridge clubs. Everything is very tidy.

We then consider the soviets, dictatorships, representative democracies, international relations, monism versus pluralism, backwardness and its rights (no reference to the United States Senate), and finally the new League of Nations. Each chapter has a list of "what to read" in connection therewith, chiefly classics and the better known works of up to a few years ago. There are also thirty cases for discussion, e.g., "Are secret treaties between governments ever ethically justifiable, and, if so, under what conditions?"

If this book succeeds in aligning the church-going cornbelt voters in support of Woodrow Wilson's political vision, it will have done something. One hopes so.

WALTER LINCOLN WHITTLESEY
Princeton University

Fact Facing

THE DOCTOR AND THE PUBLIC, by James Peter Warbasse, M.D. Hoeber. 572 pp. Price $5 postpaid of *The Survey*.

IN this book Doctor Warbasse attempts to throw light upon the difficult problems of better distribution of medical service by tracing the effect of medicine upon history. Four fifths of his pages are devoted to a painstaking and scholarly exposition of the development of medicine from the earliest beginnings of history to the present day. He shows clearly the too little recognized effect of disease and its lack of control upon the progress of civilization. Throughout this portion of the book he develops his fundamental theme that the stability of a civilization is importantly related to its ability to deal with the problems of health in their broadest sense. He wisely points out that the conception of the practice of medicine as concerned chiefly with the care and management of disease is altogether too narrow and demonstrates that health and improvement of the race is the real goal.

In his last three chapters Dr. Warbasse comes to grips with his problem. He sees clearly that one of the most serious difficulties in the present situation arises from the attempt to adjust the ideals of medical practice to a capitalistic society in which competition is an

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essential element. The essential antagonism between competition of physicians for fees with the best offerings of medical service are clearly appreciated. His solution is in some form of socialized medicine. He does not shy at the proposition that physicians on salaries, thereby relieved of competition and assured of livelihood, might take a much broader view of their obligations. The stumbling block of political control properly daunts him, and he puts forward as the best solution the purchase of medical care by groups of citizens on a contract basis. The view that in this way the offering of medical service could be kept upon a high plane by the careful selection of physicians by groups of patients seems a more doubtful proposition. To anyone who has undertaken the selection of physicians for specialized work and the maintenance of very high grade service the difficulties of choice will appear considerable and competent oversight uncertain.

The book puts forward no startling or radical views, but sanely presents the obvious fact of the increasing socialization of society, and of the unsatisfactory service inevitable under the present competitive fee-for-service arrangement. It is eminently probable that some of the plans which he suggests will in fact have trial in the not distant future.

HUGH CABOT, M.D.
Mayo Clinic, Rochester, Minn.

Social Work Record

PROCEEDINGS OF THE NATIONAL CONFERENCE OF SOCIAL WORK, published for the Conference by the University of Chicago Press. 748 pp. Price $3 postpaid of *The Survey*.

THOSE who missed the Montreal meeting of the National Conference of Social Work last June may appraise its quality and estimate its temper in the stout maroon volume in which its proceedings are recorded for the observer of the contemporary social scene no less than for the student of social history. In selecting papers for the published proceedings the editorial committee, Mary E. Hurlbutt chairman, was of course limited to those presented before the Conference organization. Thus there are missing from the volume many papers which made significant contributions to the Conference as a congress of social workers but which were presented in allied groups such as the National Federation of Settlements, the National Probation Association, the American Public Welfare Association and so on. Perhaps at some future time a way will be worked out to bring all these organizations into the Conference Proceedings—as they are now in the main stream of Conference thinking—though it may require a five-foot shelf to do it.

The present volume leads off with the report of the Jane Addams Memorial service and the tabulated record of Miss Addams' contribution to the Conference—eighteen papers that appeared in the Proceedings from 1897 to 1933, and membership in twenty-seven committees from 1904 to 1934. This is followed by seven papers presented at general sessions, forty-two in the various meetings of the four sections and thirteen in the meetings of the special committees on The American Indian, The Integration of Institutional Services in the Community Social Work Program, Personnel and Training, Rural Life, Social Aspects of Housing and Transborder Social Problems.

The editorial committee, formally reporting the Pugsley Award to Grace L. Coyle for her paper, Group Work and Social Change, comments: "The theme is handled creatively, so that it becomes directly applicable to practice, and is, at the same time, serenely rooted in a wider cultural perspective."

GERTRUDE SPRINGER

Lively Tale

THE FLYING BOAT, by Robert N. McLean. Friendship Press. 184 pp. Price $1 postpaid of *The Survey*.

WIDELY known for his work in missions for the Spanish speaking people of this country, Mr. McLean has written a lively and pleasant tale of a young Mexican girl, self-proclaimed a missionary at the age when her average American sister is just switching her interest from dolls to bicycles. The author's intimate knowledge of Mexican life gives to his "true story" flavor and interest which counterbalance a definitely evangelical tone that might otherwise narrow its appeal.

While aimed at young readers and most useful, perhaps, as a primer of racial friendship, the book will afford a few hours interest and pleasure for anyone susceptible to the charm of Mexico and its people. RUTH A. LERRIGO

Free from Fads

AN INTRODUCTION TO PUBLIC HEALTH, by Harry S. Mustard, M.D. Macmillan. 250 pp. Price $2.50 postpaid of *The Survey*.

WELL-NAMED and systematically presented is this useful summary of usual information needed by nurses and desirable for medical students. Its convenient form makes it useful for reference by the local practitioner of both curative and preventive medicine.

Nothing new, no innovations of content or method are offered. In fact it expresses a conservative presentation of material useful for those persons, many of them social workers, agency executives, publicists, school teachers, who must be familiar with the terms and usages and some of the authorized procedures usually obligatory under state or local sanitary ordinance.

The entire omission of industrial hygiene is noticeable and to be deplored. Preventable diseases of occupation call loudly for inclusion in any introduction to public health. Also to be deplored is the omission of any of the public health relations of the use and abuse of alcoholic beverages, an unfortunate reticence in view of the increasing direct and indirect mortality from this cause since the repeal of prohibition.

Many a medical student, and plenty of part time or previously inexperienced health officers of cities and counties will find this book by a much respected and experienced health administrator and teacher to be reliable, brief, accurate, and free from fads or fancies.

New York HAVEN EMERSON, M.D.

Current Sociology

CONTEMPORARY AMERICAN INSTITUTIONS, by F. Stuart Chapin. Harpers. 423 pp. Price $2.75 postpaid of *The Survey*.

AN INTRODUCTION TO THE STUDY OF SOCIETY, by Frank H. Hankins. Macmillan. 807 pp. Price $4 postpaid of *The Survey*.

THE new book by Professor Chapin is a very good sample of the present state and trends in sociology. It constitutes a vigorous attempt to reduce impressionistic observations and empirical conclusions to quantitative form. Moreover, the author seeks not merely enumeration, but measurement in terms of standardized scales and presents several examples of such experiments. He has invented also some rather clever diagrams for the graphic display of relationships which are sometimes obscured in mere words.

But there is another and less happy way in which this book represents the present stage of sociology's development. It is the lack of unity and coordination of parts. No doubt the author is aware of this shortcoming; certainly it is due to no lack of intent on his part, for in the very first chapter he insists upon the importance of "seeing things whole." A phase of the book's lack of coherence is the repetition of materials and arguments, in spite of which there is often lack of clarity. Especially does one miss the sense of starting at a given point and progressing systematically to another. However, all these criticisms are offered with the humility of one who lives in a glass house.

Dr. Chapin's main theme is "that social institutions are essentially psychological phenomena that consist of a configuration of segments of the behaviors of individuals." So when he examines the institutions familiarly known as family, local government, business, school, and church, he proceeds more nearly after the fashion of Allport and the social psychologists than of Kroeber and the cultural anthropologists.

Were one to criticize details, he might call attention to some of the author's

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curious comparisons, such as the relative persistence of specific business units and the patterns of local government, the life of business firms and the duration of marriages (as ended by divorce, not by death), university faculty turn-over and the replacement of telephone poles. One might note also the lack of quantitative methods in treating social welfare agencies and the New Deal.

Basically, the weakness of the book lies in its failure either to give an account of contemporary American institutions, or to develop systematically a program and techniques for their study. Nevertheless, Professor Chapin has made a real contribution through experiment, demonstration, and exhortation, to the development of more objective methods of research. Hence his book will be both stimulus and guide to real students of sociology.

Professor Hankins' book may be discussed more briefly because it is a revision of the author's well-known work, and because it is an elementary textbook for college undergraduates. As in the earlier edition, Dr. Hankins devotes most of his space to laying a foundation for subsequent study of sociology by summarizing geographic, biological, psychological, and cultural "factors in social life." He leaves only 125 pages to society and its institutions. For persons who lack general background this book should be useful. Those who are ready to proceed with the study of social groups and institutions will probably find other volumes more helpful.

STUART A. QUEEN
Washington University, St. Louis

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WORLD FELLOWSHIP: ADDRESSES AND MESSAGES BY LEADING SPOKESMEN OF ALL FAITHS, RACES, AND COUNTRIES, edited by Charles Frederick Weller. Liveright Publishing Corporation. 986 pp. Price $3 postpaid of *The Survey*.

THIS extraordinary book ought to be in every reference library and in the private libraries of individuals who want to consider thoughtfully the relation of religious idealism, in all its many forms, to this actual world in which we live.

In the summer of 1935, the World Fellowship of Faiths brought together in Chicago a congress which included representatives of the great religions of the world. This volume gathers the addresses delivered at that congress or at similar gatherings promoted by the World Fellowship in other cities. The reader's first impression is the book's extraordinary comprehensiveness. Here are whole sections dealing not only with the particular beliefs of the world's great religions, but with those specific problems of our own time with which the faith and power of all religious folk unitedly must grapple if our world is not to slip back into chaos and darkness. There are discussions, for example, of politics and philosophy and The Fundamentals of the New World Vision by such men as Prof. John Dewey, Philip F. La Follette, and Percy MacKaye, poet and dramatist. Among notable names in the long list of authors are Sir Wilfred T. Grenfell, Prof. William Ernest Hocking, the Rev. John Haynes Holmes, Margaret Sanger, Frank B. Kellogg, Muriel Lester of England, and many others; a list which reads like a Who's Who in Religion, from Europe, Africa, India, China, and Japan.

The book goes a long way to justify what the editor sets down as its purpose: "To assemble, from all creeds, climes and cultures, their most essential contributions to that world consciousness which is necessary for human peace, prosperity, and progress.

"Constitute an unprecedented, epoch-making summary of mankind's noblest experiences, convictions and aspirations.

"Present the worldwide life of mankind at the greatest heights as yet attained by human civilisation and consciousness.

"Convincingly point out practicable ways for still further great, immediate advances.

"Guide us toward a fuller realisation of worldwide human unity—and the courageous, world-controlling practice of the actual brotherhood of all life.

"Offer to individuals and groups, all over the earth, substantial help in conceiving—and thus creating—the needed new and nobler world.

"Mark—and will help to make—a new world era in human progress."

W. RUSSELL BOWIE
Grace Church, New York

Dental Ballyhoo

PAYING THROUGH THE TEETH, by Bissell B. Palmer, D.D.S. Vanguard. 297 pp. Price $2 postpaid of *The Survey*.

YEARS ago under the glare of a gasoline torch the quack megaphoned the wonders of his cancer salves and consumption cures. Today the American public would laugh him off the street or jail him. They know about cancer and tuberculosis. But behind mahogany desks, under the auspices of firm names dripping respectability, sits the modern prototype of the itinerant faker. The public's ignorance of diseases of the oral cavity provides the racketeer's opportunity. Focus the attention of eyes and ears on crooners, comedians and movie stars and the victims can be made to pay through the teeth. Under the spell

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of modern ballyhoo, train loads of tooth pastes, powders and bleaches and tank cars of mouth washes, antiseptics and lotions pass, at high cost, into the mouths of the duped consumers. Miraculously they drive out the conjured evils of the "pink tooth brush," the "danger line," "bad breath," "film," "acid mouth," and what "four out of five" have. Real ailments remain untouched.

Dr. Palmer tells this story of modern ballyhoo in startling detail, courageously naming firms and products. He presents much of the valuable material collected by the Council of Dental Therapeutics of the American Dental Association, explains the Council's effort to protect the consumer and advises purchasers to look for its stamp of acceptance on dental products. The evidence shows that some reputable drug firms are anything but reputable when advertising their dental lines.

Actually, the author declares, "Let it be understood that neither the dental profession, the medical profession nor the best qualified scientists in either field have discovered any liquid, powder, or paste that will prevent or cure pyorrhea or caries" (decay of the teeth). Dental pastes and powders have "a very limited cleaning and polishing value only available when used with the tooth brush"; tooth bleaches are "injurious to the enamel and should never be used"; and "mouth washes are variously flavored solutions having practically no therapeutic or any other intrinsic value."

The author has performed an outstanding service both to the dental profession and to the public. As a way out of the morass he recommends pitiless publicity, more adequate food and drug laws, and consumer education.

Chicago HERBERT E. PHILLIPS, D.D.S.

Doctrine of Neighborliness

TOWARD UNDERSTANDING JAPAN, by Sydney L. Gulick. Macmillan. 270 pp. Price $2 postpaid of *The Survey*.

THE author has given a lifetime to helping Japan and the United States understand each other. It has been an up-hill undertaking, for every historical event has thrown the situation out of balance. Suspicions, justified and unjustified, have been thrown back and forth until misunderstanding dominates both sides. His book is devoted to explaining, historically, geographically, and economically, how this has come about. It describes realistically the present strains, glossing over neither the distorted political and military policies of Japan nor the stupid mistakes of America.

Differing from most writers about Japan, Mr. Gulick is not entirely hopeless. He discusses the alternatives of aggression and of neighborliness, holding that the most significant beginning of the latter would be to put Japanese immigration on the quota basis. This alone "would change the psychological atmosphere" not only in Japan but throughout Asia. This book is written with sympathy for Japan, with intimate knowledge, and with a desire to find peace for the world. It does not pretend to add to our knowledge through research but offers a philosophy that is compatible with our best thinking.

HERBERT ADOLPHUS MILLER
Bryn Mawr College, Pa.

Prize Text Book

SPEAK! READ! WRITE! by Elizabeth Crowe Hannum. Little, Brown. 492 pp. Price $1.50 postpaid of *The Survey*.

MANY teachers of highschool English must have wished for time and skill to write just such a book as Elizabeth Crowe Hannum has produced. Whether these same teachers will wish to use the book in their own classes is not as certain, for the volume presents an attitude and method with which they are familiar through such books as Lucy Chapman's Using English, and they may prefer to choose their own material and their own specific procedure rather than be told, for instance: "The teacher will arrange pairs or groups of three," or "The class or the teacher must decide how much time should be given to story-telling at this point in your course." Indeed, in such passages, it is difficult to tell whether the teacher or the pupil is being addressed. Either the pupil is being unnecessarily initiated into the processes of pedagogy, or the teacher's common sense is being underestimated.

When this comment has been made, little but good remains to be said of Speak! Read! Write! which the *Atlantic Monthly* has honored with its $4000 prize for the best textbook in English reading and writing for the first two years of highschool. The clarity of its make-up must be noted: Spacing and contrast in print help the student to see relations, and lively black and white drawings illustrate essential concepts in grammar, rhetoric, and techniques. Every phase of expression, oral and written, conceivably needed by highschool freshman and sophomores is covered, with almost enough drill material to constitute a course. Every phase is enlivened, the lucid explanations enhanced by the pictures and make-up, by finely chosen literary examples, and by usable exercises. Especially good chapters are Words, Words, Words, a fascinating treatment of exactness and appropriateness in vocabulary; Basic Training for Exposition; and The Effectiveness of the Paragraph. There is special excellence too in all sections of the book which deal with functional grammar and its relation to punctuation.

The appendix, containing such material as forms for business letters, a brief but thorough review of grammar, and descriptions of common verse forms, will be helpful to the student. In many schools this part of the book as well as much of the main text will undoubtedly be used through the third and even the fourth years of highschool.

New York City ELIZABETH BOYLE

Run of the Shelves

INFANT NUTRITION: A TEXTBOOK OF INFANT FEEDING FOR STUDENTS AND PRACTITIONERS OF MEDICINE, by Williams McKim Marriott, M.D. C. V. Mosby. 431 pp. Price $4.50 postpaid of *The Survey*.

SECOND edition, completely revised in line with the advances in knowledge of nutrition during the past five years.

WE THE PEOPLE, by Roy F. Bergengren. Stratford. 404 pp. Price $2 postpaid of *The Survey*.

THE author's political, economic, and social philosophy. Where it touches upon credit unions (Mr. Bergengren's specialty) the book is well worth reading. Two chapters in a total of twenty-three bear upon this subject. Score: about 8.5 percent.

A FOOL OF FAITH, by Jarl Hemmer. Liveright. 336 pp. Price $2 postpaid of *The Survey*.

SWEDISH prize novel, covering the religious and social development of one man through the World War, the Russian revolution, and the aftermath in Finland. Rather tiresome in its theological passages, it is valuable and gripping in its intimate details of revolution and counter-revolution.

THE CHURCH AT WORK IN THE MODERN WORLD, edited by William Clayton Bower. University of Chicago Press. 304 pp. Price $2 postpaid of *The Survey*.

COMPOSITE work by a group of University of Chicago scholars, dealing with the relations between the churches and the major social issues. Obviously intended as a college or seminary text and reference work, it contains much factual and interpretative material which may be of value to ministers, mission boards, and the like.

RUSSIAN JUSTICE, by Mary Stevenson Callcott. Macmillan. 265 pp. Price $3 postpaid of *The Survey*.

SOVIET RUSSIA FIGHTS CRIME, by Lenka von Koerber. Dutton. 240 pp. Price $3 postpaid of *The Survey*.

THESE two books provide a notable addition to the slender stock of information about the administration of justice in the USSR. Russian Justice is an admirable summary of both theory and practice, from the viewpoint of an American sociologist. Soviet Russia Fights Crime, by a German penologist, is based upon first-hand observations of conditions in prisons all over the Soviet Union. Much of the material was gathered from German-speaking prisoners. Both authors are sufficiently objective in their approach to make their books of real value to the serious student.

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Readers Write

Miss Bailey's Boys

To "Miss Bailey": I have been reading your articles in *The Survey* since the beginning of the series. Sometimes I have agreed with you, sometimes I have disagreed; but with your article, Send 'Em Back Home, in the December 15 issue I disagree so strenuously I feel I should tell you about it.

Surely you are not so pessimistic about the values of family life that you would allow yourself to subscribe to a doctrine which is doing much to keep thousands of boys away from their homes. You should also know the danger of quoting what anyone should recognize as extreme cases as being "run of the mill." Every boys' worker has seen cases such as those you describe, but he also knows that these are the exception and not by any means the rule. Our agency handled hundreds of transient boys before the Federal Transient Department came into existence and I should say that your illustrations do not represent more than 5 percent of the group. In those days we never passed on a transient boy and we were successful in returning 20 percent of those who applied to us—and they stayed, too.

I could give you hundreds of stories that illustrate my point. . . . I admit that there are many boys that should not or cannot be returned home at once, but in three and one half years' experience with men and boys—both resident and transient—covering a period when I was chairman of the State Transient Advisory Committee, it has always been my opinion that these were the exception and not the rule.

I wonder if perhaps you are not allowing yourself to be swayed by sentimental stories. . . . I assure you that I will continue to read what "Miss Bailey" has to say. G. M. Gwinner
Executive Secretary,
Bureau for Homeless Men,
St. Louis, Mo.

To the Editor: Miss Bailey's qualms against "shipping home the pig-headed youth of sixteen who won't go home until he can 'show them'" are too well understood by workers at the "home end" of the story.

Someone or some agency must be found to try to keep this boy from "hitting the road" again in the near or slightly more remote future. The Travelers Aid worker looks around her to find this resource in her community. Too often she is completely baffled. The family case working agency can only take the case on a long time treatment basis—which presumes an acceptance, on the part of the boy, of a strange new principle of self-motivation in treatment, for which he is totally unprepared.

Perhaps it is the job of the Travelers Aid Societies whose workers understand a little the complex motivations of transiency to enlarge the scope of their work to include such a type of service. Perhaps they are the logical agency for the development of workers who have "that innate quality that understands and even shares the spirit that wants 'to go places and see things.'" F. E. Wolf
Travelers Aid Society,
Philadelphia

To the Editor: We have read with a great deal of interest "Miss Bailey's" article in the December Midmonthly entitled Send 'em Back Home. We certainly compliment you on your fair appraisal of the situation and trust that the article will be very widely read, particularly by those social workers and others interested in human welfare, who, very often, still feel that the answer to the problem of the transient, one or all, family or person, is to return home. Charles H. Alspach
Director, Transient Activities,
Works Progress Administration,
Washington

Confidence Game

To the Editor: Because the names of the older foundations are widely known, racketeers of various sorts are claiming connection with them as a means of gaining the confidence of prospective victims. Recent experiences of this sort, in which the name of the Russell Sage Foundation has been used, make us feel that against this growing danger a general warning should be sounded.

As examples of the types of frauds which have been operating in this field we cite several from our own files.

A man representing himself as a Mr. Richard Williamson "purchased" a considerable number of Russell Sage Foundation books, once in the office of the Foundation itself, and once in a bookstore in Chicago. In each instance he offered a check in payment which he said was given him by his mother, and for a larger sum than the total of his order. In each instance cash was refused until his record could be checked—and the man departed for a suddenly remembered engagement elsewhere. He turned out to be a federal prisoner, recently released but again wanted for check forgeries.

Over a considerable period the Foundation has been receiving letters from various sources referring to a T. H. Larkin who claimed to be a member of the Foundation staff. This Mr. Larkin cashed checks, called long distance, and ran charge accounts on his alleged staff membership. He even entered into cordial personal relationships with a member of the Massachusetts Department of Correction on the basis of being associated with our Department of Penology. (The head of this department had recently died; his extensive obituary notices were probably the source of "Mr. Larkin's" information about the department.) Perhaps the climax to Mr. Larkin's career was his marriage to a Swedish girl in Chicago. Shortly afterwards the minister who married him wrote to the Foundation asking if such a man were in our employ. "I have reasons for asking this question," said the minister, who apparently had accepted a bad check for the wedding ceremony.

On one occasion a Dr. Hugh Baker represented himself as an important official of the Foundation and went so far as to promise a grant of $2500 for a special library study. The alleged grant was made for a city 1500 miles from the offices of the Foundation, and in the name of a person who was then conveniently abroad. What personal advantage, "Dr. Baker" received through his generous promises regarding the Foundation's funds we have not yet learned.

These incidents are brought to general attention with the hope of protecting the public from impositions of this sort, and of making it less possible for crooks and confidence men to trade upon the names of foundations and similar organizations. When the slightest doubt exists, obviously the only safe procedure is to ask for credentials. It is always a suspicious circumstance if a stranger claims acquaintance with a person who is inaccessible at the time.
Shelby M. Harrison
General Director,
Russell Sage Foundation

What's in a Word

To the Editor: Theories and practices in social case work with girls have undergone more changes during the past decade than perhaps any other phase of social work. Yet, in most adult minds, "protective" still stands for delinquency—"pre and past"—and, because of association and usage, implies immorality.

Agencies specializing in fields of social work which use the words "service," "Big Sisters," "Girls' Bureau," and "protective" are working for the prevention of delinquency. Their philosophy of today is to serve, guide and advise, rather than protect and super-

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vise and most of them have dropped the word "protective" from their names.

Today, the older girl comes to us for advice and guidance with no fear of stigma. Let us give our girls the best service that social case work can offer, which can be done only through eliminating, in the adult mind also, the mental implications of "protective."

RUTH ROBERTS MIX
Executive Secretary,
Girls' Service of New Haven, Conn.

Organic Accuracy

TO THE EDITOR: In Professor Alain Locke's review of Negro Intelligence and Selective Migration by Otto Klineberg [See *The Survey*, November 1934, page 346] he says, "On the whole the book is a swift, cleverly placed *solar plexus* for the broad paunch of one of the social golems of our day. . . ." This startled me a little as I was under the impression that the solar plexus was a nerve ganglia in the abdomen to which a swift, cleverly placed blow caused extreme discomfort, if not a complete knock-out. Has, however, its frequent use in connection with the prize ring attached another meaning to the phrase, namely that of the blow itself, or did our friend, Dr. Locke slip a little in his use of the term?

JEROME H. BENTLEY
Activities Secretary,
New York YMCA

[In a close decision, involving the possibility of a terminological knock-out, the late Noah Webster seems the logical referee. He says:

Solar Plexus—a network of nerve fibres which contains several ganglia, situated in the abdomen, and sometimes referred to as the abdominal brain. Colloq. The pit of the stomach. A knock-out or nerve racking blow received in or as in this spot.]

Discussion Invited

TO THE EDITOR: Some of us in Missouri who have seen our State Conference for Social Welfare change its name to the Missouri Association for Social Welfare and add field service, social planning and social legislation to its program in order to escape the necessity for a new organization, are wondering if the circumstances which forced this change do not indicate the need for a similar development nationally.

We assume that *Survey* readers will agree that there never was a time when more far reaching changes in patterns and procedures in social work were occurring and pending. Friends of good social work might well be mobilized for action as well as for discussion—the first question being, who should take the lead.

Qualified leadership in social planning, whether it be local, state or national, must come from those who are close to the problems and who are not compelled to divide loyalty with a political party or other interest. Public officials and official agencies, no matter what their quality, from the very nature of their relationships, cannot do what public spirited citizens and unofficial agencies whose interests are undivided can do.

We know that the National Conference of Social Work, the only unofficial national organization with a broad enough membership base, has a time honored tradition to remain merely a forum. Whether it could, at the same time, have programs in other fields is debatable. We also know that the American Public Welfare Association, Community Chests and Councils, Inc., the Family Welfare Association of America, and others have a limited membership and a limited field service of a specialized kind. The APWA might render the necessary service by enlarging its program, broadening its base of active membership, and developing a working understanding with the National Conference and probably with other national agencies, to avoid encroaching on their prerogatives.

There might be a possibility in a federation of various organizations which have limited programs of field service and planning or in an entirely new organization. I hope that this letter may provoke discussion and start something if it is needed.

Executive Secretary, A. R. GEPHART
Missouri Association for Social Welfare

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DIRECTORY OF SOCIAL ORGANIZATIONS

Civic, National, International

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NATIONAL TUBERCULOSIS ASSOCIATION—50 West 50th Street, New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. Journal of the Outdoor Life, popular monthly magazine, $1.00 a year; American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

New York City

THE BIRTH CONTROL CLINICAL RESEARCH BUREAU, 17 West 16th Street; MARGARET SANGER, Director; has added evening sessions, Wednesday and Thursday evenings, from 7 to 9 P.M., for the benefit of mothers who work and cannot come to the Clinic daily from 9 to 4.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Very Rev. Msgr. Robert F. Keegan, President, New York; Howard R. Knight, Secretary, 82 N. High St., Columbus, O. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-third annual convention of the Conference will be held in Atlantic City, N. J., May 24-30, 1936. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

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FORDHAM UNIVERSITY, SCHOOL OF SOCIAL SERVICE, 805 WOOLWORTH BLDG., NEW YORK.

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UNIVERSITY OF MISSOURI, CURRICULUM IN PUBLIC WELFARE, COLUMBIA, MO.

NATIONAL CATHOLIC SCHOOL OF SOCIAL SERVICE, WASHINGTON, D.C.

THE NEW YORK SCHOOL OF SOCIAL WORK, 122 EAST 22ND STREET, NEW YORK, N. Y.

OHIO STATE UNIVERSITY, SCHOOL OF SOCIAL ADMINISTRATION, COLUMBUS, OHIO.

PENNSYLVANIA SCHOOL OF SOCIAL WORK, AFFILIATED WITH THE UNIVERSITY OF PENNSYLVANIA, 311 SOUTH JUNIPER STREET, PHILADELPHIA, PA.

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SIMMONS COLLEGE, SCHOOL OF SOCIAL WORK, 18 SOMERSET ST., BOSTON, MASS.

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